

U.S. DEPARTMENT OF COMMERCE
National Technical Information Service

PB-244 808

MINIMUM STANDARDS FOR QUALITY OF LIFE

STANFORD RESEARCH INSTITUTE

PREPARED FOR
WASHINGTON ENVIRONMENTAL RESEARCH CENTER

MAY 1975

KEEP UP TO DATE

Between the time you ordered this report—which is only one of the hundreds of thousands in the NTIS information collection available to you—and the time you are reading this message, several *new* reports relevant to your interests probably have entered the collection.

Subscribe to the **Weekly Government Abstracts** series that will bring you summaries of new reports as soon as they are received by NTIS from the originators of the research. The WGA's are an NTIS weekly newsletter service covering the most recent research findings in 25 areas of industrial, technological, and sociological interest—invaluable information for executives and professionals who must keep up to date.

The executive and professional information service provided by NTIS in the **Weekly Government Abstracts** newsletters will give you thorough and comprehensive coverage of government-conducted or sponsored re-

search activities. And you'll get this important information within two weeks of the time it's released by originating agencies.

WGA newsletters are computer produced and electronically photocomposed to slash the time gap between the release of a report and its availability. You can learn about technical innovations immediately—and use them in the most meaningful and productive ways possible for your organization. Please request NTIS-PR-205/PCW for more information.

The weekly newsletter series will keep you current. But *learn what you have missed in the past* by ordering a computer **NTISearch** of all the research reports in your area of interest, dating as far back as 1964, if you wish. Please request NTIS-PR-186/PCN for more information.

WRITE: Managing Editor
5285 Port Royal Road
Springfield, VA 22161

Keep Up To Date With SRIM

SRIM (Selected Research in Microfiche) provides you with regular, automatic distribution of the complete texts of NTIS research reports *only* in the subject areas you select. SRIM covers almost all Government research reports by subject area and/or the originating Federal or local government agency. You may subscribe by any category or subcategory of our WGA (**Weekly Government Abstracts**) or **Government Reports Announcements and Index** categories, or to the reports issued by a particular agency such as the Department of Defense, Federal Energy Administration, or Environmental Protection Agency. Other options that will give you greater selectivity are available on request.

The cost of SRIM service is only 45¢ domestic (60¢ foreign) for each complete

microfiche report. Your SRIM service begins as soon as your order is received and processed and you will receive biweekly shipments thereafter. If you wish, your service will be backdated to furnish you microfiche of reports issued earlier.

Because of contractual arrangements with several Special Technology Groups, not all NTIS reports are distributed in the SRIM program. You will receive a notice in your microfiche shipments identifying the exceptionally priced reports not available through SRIM.

A deposit account with NTIS is required before this service can be initiated. If you have specific questions concerning this service, please call (703) 451-1558, or write NTIS, attention SRIM Product Manager.

This information product distributed by

NTIS

U.S. DEPARTMENT OF COMMERCE
National Technical Information Service
5285 Port Royal Road
Springfield, Virginia 22161

PB 244 808

Reproduced by
**NATIONAL TECHNICAL
INFORMATION SERVICE**
US Department of Commerce
Springfield, VA. 22151



TECHNICAL REPORT DATA (Please read instructions on the reverse before completing)		
1. REPORT NO. EPA-600/5-75-012	2.	3. REPORT PROCESSING PB244808
4. TITLE AND SUBTITLE MINIMUM STANDARDS FOR QUALITY OF LIFE	5. REPORT DATE May 1975	
		6. PERFORMING ORGANIZATION CODE
7. AUTHOR(S) O.W. Markley & Marilyn D. Bagley	8. PERFORMING ORGANIZATION REPORT NO.	
9. PERFORMING ORGANIZATION NAME AND ADDRESS Stanford Research Institute Menlo Park, California	10. PROGRAM ELEMENT NO. 1HA098	
	11. CONTRACT/GRANT NO. R-803056	
12. SPONSORING AGENCY NAME AND ADDRESS Environmental Protection Agency WERC CM-2, Rm. 1026, Wash., D.C. 20460	13. TYPE OF REPORT AND PERIOD COVERED	
	14. SPONSORING AGENCY CODE EPA-ORD	
15. SUPPLEMENTARY NOTES		
16. ABSTRACT This study addresses a number of issues of concern under various sectors of man's environment. For each issue three types of available information are compiled: (1) public laws and other less formal understandings that set minimum standards, (2) objective data that reflect how well those standards are being met, and (3) subjective data that reflect how people feel about that aspect of the quality of their life. Man's needs are grouped into two major areas--(1) <u>basic needs</u> , including minimal life conditions necessary to meet physiological and security needs, and (2) <u>higher needs</u> , to include social needs, ego needs, and a need for self-fulfillment. Standards are being categorized under each major need area, according to four levels of concern, arranged in a hierarchical order: First, the existing welfare concern--a statement of the threshold level; second, security--standards insuring the welfare for all persons; and finally, ability to influence--standards that allow individuals to influence threshold levels and their own access to welfare. In addition to identifying the range of minimal standards that have been codified, this study will: (1) assess the various ways in which these standards apply to real conditions (e.g., social indicators and attitudinal data), (2) identify 'gaps' and inconsistencies in existing standards that need to be remedied, and (3) analyze the policy implications and effectiveness of using this approach as a way to describe and improve quality of life in the United States.		
PRICES SUBJECT TO CHANGE		
17. KEY WORDS AND DOCUMENT ANALYSIS		
a. DESCRIPTORS	b. IDENTIFIERS/OPEN ENDED TERMS	c. COSATI Field/Group
Analytical Techniques; Data Gathering Quality of Life; Legislation; Survey; Matrix Analysis; Norms	Quality of Life; Data Collection Analytical Techniques; Matrix Analysis Minimum Standards & Legislation	
18. DISTRIBUTION STATEMENT	19. SECURITY CLASS (This Report)	21. NO. OF PAGES
	20. SECURITY CLASS (This page)	22. PRICE 0.25/0.25

EPA-600/5-75-012
May 1975

MINIMUM STANDARDS FOR QUALITY OF LIFE

By

O.W. Markley
Marilyn D. Bagley

EPA Program Element No. 1HA098
Grant No. 803056-~~01~~
Roap/Task 21 BAX 02

Project Officer

Robert C. Livingston
Office of Financial and Administrative Services
U.S. Environmental Protection Agency
Washington, DC 20460

Prepared For

Washington Environmental Research Center
U.S. ENVIRONMENTAL PROTECTION AGENCY
Washington, D.C. 20460

ia

TABLE OF CONTENTS

	<u>Page</u>
EXECUTIVE SUMMARY	11
LIST OF FIGURES AND TABLES	vi
GLOSSARY	vii
ACKNOWLEDGMENTS	viii
I INTRODUCTION	1
Objectives and Scope	2
Potential Applications of the Approach.	3
Background.	5
Rationale for Looking at QOL from the Minimum Threshold Level	8
II DEVELOPMENT OF A NEW APPROACH	14
TASK 1: Select Sectors and Issues	14
TASK 2: Develop Conceptual Framework	16
TASK 3: List Standards and Identify Data	25
TASK 4: Analysis	27
TASK 5: Assess Approach and Make Recommendations.	28
III PROVISIONAL FINDINGS.	30
Intolerability Thresholds	31
Economics.	31
Health	33
Social and Political Environments.	34
Natural Environment.	36
Physical Environment	37
General Observations--Higher Level Standards and Data	38
IV PROVISIONAL ASSESSMENT OF QOLM APPROACH	42
QOL/Standards Mapping	42
Reporting of Minimum Life Conditions.	44
Technology/Environmental Impact Assessment in Relationship to Minimum Standards	49
Simulation Modeling of Conditions in Society.	50
Monitoring of Citizen (Dis)satisfaction	52
REFERENCES	54

EXECUTIVE SUMMARY

Most approaches to "Quality of Life" (QOL) assessment, social reporting, or social accounting have sought to develop a general purpose set of social indicators representative of all levels of life condition--both high and low. Although it would still be desirable to achieve such objectives, efforts to do so have been very broadly scoped and have often proven infeasible.

This study is an exploration of an approach that may prove to be more feasible. Rather than focusing on general quality of life, it focuses on quality of life minimums (QOLM)--those minimum standards for life quality that are set by existing laws, court decisions, or common custom. In particular, it focuses on the most fundamental minimums beyond which life quality may be considered intolerable. The essential contributions of this study are thus threefold:

- (1) an exploration of the idea that QOL assessment might become more feasible and useful by concentrating (at least initially) on the collection of objective and subjective data that relate to minimums set by existing policy,
- (2) the development of a conceptual framework with which to relate objective and subjective data with existing minimum standards of various types,
- (3) the conceptualization of "intolerability thresholds" (i.e., fundamental minimum standards at the federal, state, and local levels) that should receive special attention for enforcement and monitoring.

A wide variety of QOL concerns in six categories were explored: Economics, Health, Social, Political, Natural Environment, and Physical Environment. Within each category three types of available information were compiled: (1) public laws and other less formal understandings that establish minimum standards, (2) objective data (indicators) that reflect

how well those standards are being met, and (3) subjective data that reflect how people feel about that aspect of the quality of their lives. For purposes of analysis and presentation, these types of information were further categorized in a matrix according to how they related to human needs--defined as "basic" (physiological, safety, or security concerns) or "higher" (social, ego, and self-fulfillment concerns), according to the following four logical levels of concern: (1) threshold level--the setting of a substantive standard of quality, (2) security--the provision of safeguards that the substantive standard will be met through time, (3) equal access--standards ensuring that all persons are afforded access to safeguards, and (4) ability to influence--standards that allow individuals to influence the setting of minimum standards and that allow individuals their own methods for achieving tolerable life conditions.

The study briefly assessed the potential utility that the minimum standards for quality of life might have for several applications: (1) the systematic arraying of both existing minimum standards and secondary source objective indicators for measuring conditions of life quality at three levels of policy concern--Federal, state and local, (2) the monitoring and reporting of substandard conditions in society, (3) the estimating of impacts of emerging technologies in life quality (technology assessment), (4) the simulation modeling of societal or environmental interactions, and (5) the monitoring of citizen (dis)satisfaction.

It was concluded that efforts leading to measuring QOL by focusing on minimum standards is immediately feasible, and with some further work would be quite useful. In some areas of concern, such as economics (unemployment) or health (drugs, nutrition), minimum standards and intolerability thresholds typically emanate from the federal level and cover all citizens of the nation. In others, such as education or housing, they emanate from the state or local level; hence, different populations of the nation are covered by different minimum standards. Therefore, any

attempt to map minimum standards across various areas of concern must take these levels into account.

The accompanying table portrays a representative listing of fundamental minimum standards and related data. Based on the results of this study, we recommend that a limited set of eight to fifteen such intolerance thresholds be selected for intensive monitoring and that a periodic report be prepared that portrays the percentage of various populations that fall below these minimum thresholds. In certain localities (such as inner-city poverty pockets) these data would need to be collected and reported at a sub-SMSA level of aggregation if the true extent to which some populations suffer from multiple conditions defined by public policy as substandard is to be known.

The study further concluded that technology assessment and simulation efforts could benefit from the reporting of substandard conditions, but the linkage between these applications is sufficiently tenuous so that the relevance of the minimum standard approach for these two applications is too low to be a high-priority concern. The application of the minimum standard concept to the monitoring of citizen (dis)satisfaction is already partially under way in programs such as the General Social Survey.* However, if the reporting of substandard conditions were to become a reality, it would be both important and feasible to monitor citizen (dis)satisfaction in areas covered by fundamental minimum standards to a greater extent than is currently being done.

The general conclusion reached by the study team was that the approach of using public standards that set quality of life minimums as a general guide for QOL assessment has sufficient feasibility and potential utility to warrant its further development.

*National Opinion Research Center, University of Chicago, National Data Program for the Social Sciences: The General Social Survey, Inter-university Consortium for Political Research, Ann Arbor, Michigan (July 1972).

REPRESENTATIVE SAMPLING OF EXISTING FUNDAMENTAL QOLM THRESHOLDS AND RELATED OBJECTIVE CONDITIONS

Definition of Fundamental Minimum Threshold (and Representative Data)		
Sector	Issue Area	Specific Issue
Economics	Income	Adequacy
Economics	Employment	Availability
Health	Nutrition	Minimum Daily Diet
Social	Education	Attainment
Political	Citizen Participation	Right to vote
Natural Environment	Air pollution	Suspended Particulates
Physical Environment	Housing	Quality

1974 poverty threshold for nonfarm family of 4 = \$4,550
[U.S. average = 11% in poverty; Portland SMSA = 7%;
Birmingham SMSA = 16%]

Unemployment threshold = 6.5% sustained in an area of
100,000 population for three months. [1974 U.S. average =
6.5% (U.S. Bureau of Labor); Portland = 5.2%; Newark,
New Jersey = 7%; San Francisco = 7.9%]

Recommended dietary allowance (RDA): minimum daily diet of
fat/vitamins/protein/minerals needed for health (for data,
see poverty level, which is used as a proxy for nutrition)

Education threshold: ability to read, write, and compute
[Average illiteracy over age 14: United States = 2.4%;
Louisiana = 6.3%; Iowa = 0.7%]

Use of any criteria other than "full" citizenship, at least
18 years of age and having a fixed residence at least 30
days for determination of eligibility (no appropriate data)

EPA primary threshold = 75 $\mu\text{g}/\text{m}^3$. [A ratio of 1.00 means that
the annual average ambient concentration was exactly at the
level of the primary threshold, 1973; Los Angeles 1.60,
Chicago 1.16, St. Louis 1.28--CEQ Annual Report 1974.]

Intolerability threshold is structural soundness and minimal
plumbing, defined as "nondilapidated"; [Average population
living in "dilapidated" housing, 1970: United States = 7%--
Census data reported by OMB for all housing units];
Census data reported by MRI (Liu, 1975) for single occupancy
units only: Portland = 1.8%, Birmingham = 3.1%]

LIST OF FIGURES AND TABLES

	Page
Figure 1. STUDY TASK DIAGRAM	15
Figure 2. A SCHEMATIC REPRESENTATION OF THE THREE BASIC TYPES OF QOL INFORMATION AS RELATED TO ENVIRONMENTAL DECISION MAKING AND SOCIAL POLICY	19
Figure 3. HUMAN NEEDS MATRIX	21
Table 1. ELEMENTS OF THE RATIONALE FOR A NEW APPROACH EMPHASIZING MINIMAL STANDARDS FOR QUALITY OF LIFE	10
Table 2. CRITERIA FOR THE CHOOSING OF SECTORS, ISSUES, AND REPRESENTATIVE LIFE CONCERNS	17
Table 3. QUALITY OF LIFE CONCERNS INVESTIGATED IN THIS STUDY	18
Table 4. CELL ENTRIES IN THE HUMAN NEEDS MATRIX	23
Table 5. REPRESENTATIVE SAMPLING OF EXISTING FUNDAMENTAL QOLM THRESHOLDS AND RELATED OBJECTIVE CONDITIONS	32

GLOSSARY

The key terms used in this report are defined as follows:

- QOLM: Quality of Life Minimum(s), an acronym for the conceptual orientation being explored in this study--one that relates various minimum standards for life quality that are set by public policy.
- Minimum Standards: Policies set by public law, political decision, or common custom that state the minimum condition, which if not fulfilled, would be considered unacceptable for a specified population in a specified societal context. A minimum threshold within a minimum standard is a reference point for measuring whether the standard is met.
- Intolerability Threshold: The most fundamental condition, which if not fulfilled, would be considered intolerable for a specified population at all times; intolerability thresholds are a subset of minimum standards.
- Objective Conditions: Numerical indicators of a physical situation (e.g., air pollution in ppm, SO₂, percentage of open space used for recreation), a sociological situation (e.g., divorce rate, crime rate, number of ethnic minority groups), or an economic situation (e.g., consumer price index, personal income averages, welfare programs in dollars).
- Subjective Attitudes: An individual's understanding and interpretation of a stimulus that can be assessed from his statement in regard to direction (polarity of effect) and magnitude (strength, degree, or favorability) of disclosure.
- Quality of Life: A multidimensional variable that expresses the degrees of well-being of persons in the society. Although essentially an intangible variable, it is a function of the objective conditions appropriate to a selected population and the subjective attitude toward these conditions held by persons in the society.

ACKNOWLEDGEMENTS

This study was administered by SRI's Urban and Social Systems Division, Harvey L. Dixon, Executive Director. Willis W. Harman, Director of SRI's Center for the Study of Social Policy was Project Supervisor; O. W. Markley and Marilyn D. Bagley were Coproject Leaders.

The primary team for the data collection and analysis reported here included Patricia A. Lynch, Michael Reynolds, Joan Rosenbaum, Sally Sherman, and Marilyn Smulyan.

SRI professionals who reviewed and critiqued the draft material throughout the study were Arnold Mitchell, Senior Social Economist; Eric Duckstad, Director of the Urban and Regional Studies Department; Allen Zink, Legal Social Scientist; Francis W. Dresch, Senior Economist; Ernest C. Harvey, Senior Economist; Peter Schwartz, Policy Analyst; Duane Elgin, Policy Analyst; Thomas F. Mandel, Policy Analyst; and Noreen W. Pedrick, Health Planning Analyst.

SRI is grateful to the following selected experts from outside the Institute who reviewed the draft report: Daniel Tunstall, visiting scholar, and Stephen Withey, of the Institute for Social Research, University of Michigan; and Tom Logothetti, private consultant.

Finally, the support of the project by the Washington Environmental Research Center, Environmental Protection Agency, and the help provided by Robert C. Livingston, Grant Project Officer, and Peter W. House, Director, Environmental Studies Division, is most gratefully acknowledged.

I INTRODUCTION

Over the past several years "Quality of Life" (QOL) has become the popularized term for referring to a state of societal well-being. A number of major countries including the United States, Canada, Japan, Sweden, and France have actively pursued an analytical approach to QOL in an attempt to provide a tool to improve understanding of social issues and to develop social policy. Most efforts to date have concerned themselves with ways to identify attributes of "the good life" and to develop methods for measuring QOL in terms of positive attainments and ideals. These efforts have met with considerable difficulty, as the following suggests:

Quality of Life is a very personal expression of one's sense of well-being. In a very real sense it expresses that set of "things" which, when taken in the aggregate, makes the individual happy. Yet, it is also probably true that if asked to express the details of this aggregate, an individual would provide a somewhat different set each time he is queried. (EPA, Quality of Life Concept, 1973).

For a variety of reasons, attempts to survey individual well-being on a national scale now seems both economically infeasible and analytically unproductive. This is not to say, however, that the issue of quality of life is unworthy of attention. Major governmental programs and a massive commitment of resources are allocated daily toward the goal of improving the quality of life for Americans. However, without adequate delivery system tools, governmental decision makers face a formidable challenge when establishing policy and programs and allocating resources in ways that significantly impact the quality of life of different groups of people in different ways.

Recognizing the need for improving the tools available to decision makers responsible for protection of life quality, and the practical problems associated with past approaches to QOL assessment, the Environmental Protection Agency (EPA) awarded SRI a grant to explore the feasibility of orienting QOL assessment toward minimum levels of fulfillment.

Objectives and Scope

The objectives of this study were:

- To survey and illustrate the types of existing policies that set minimum QOL standards in various sectors of concern.
- To identify types of indicator data that are or could be used with standards as currently exist, and to deduce implications for the art of QOL assessment.
- To make a provisional assessment of the potential utility of pursuing a minimum standard approach to QOL assessment, including identification of potential negative aspects.

To pursue these objectives, however, we found it necessary to specify two additional objectives:

- Identification of potentially feasible applications of the minimum standards approach being explored by the study.
- Development of a conceptual framework for holistically portraying existing minimum standards with related objective and subjective data.

As the study is an exploratory one, its scope is oriented more to the development and assessment of an approach than to the production of substantive information. In keeping with this scope, the study includes a preliminary survey of a wide variety of standards and related indicator data, but looks in any depth at only a few illustrative case issues including nutrition, education, employment, income, housing, and air and water quality.

Potential Applications of the Approach

Before describing the development of the minimum standards approach, it may be helpful to consider several applications to which the approach might be put -- all of which would have either direct or indirect relevance to the improvement of public policy. By so doing, we will have a more concrete basis on which to later assess the approach.

QOL/Standards Mapping

Because QOL/standards mapping is essentially an application of the procedures to be described in Section II, this application is described on page 16 of this report.

Annual Reporting of Basic QOL Attainment

The most direct application of this approach would be the preparation of a report at the three levels of policy concern (Federal, state, local) that would identify certain basic minimum standards that define thresholds for unacceptable life quality, and that would further portray the degree to which these minimal conditions are fulfilled within appropriate jurisdiction. This might be done either in addition to or as an alternative way of structuring the Social Indicators series now being produced by OMB (Tunstall, 1974). The levels of aggregation included in such a report might span from the census tract level to the national level, and national percentages of various populations (e.g., those in poverty and various minority groups) would be included.

Such data could be quite useful at all levels of government and to various citizen interest groups for a variety of purposes, not the least of which would include needs assessment of deprived populations to objectively justify funding of antipoverty programs.

Technology and Environmental Impact Assessment in Relationship to Minimum Standards

Suppose that the reporting described above was being performed in a satisfactory manner. It then might be feasible to require that all major

technology and environmental impact assessment studies address the question: "How might the proposed application of this technology impact on the attainment of the following minimum standards?" By virtue of having a defined standard for minimal life quality and the time-series data that would become available for each minimum standard-indicator, it should (theoretically) be possible to (1) have a practical set of standards for life quality to be used in the technology assessment, and (2) have an operational set of indicators that would reflect changes in the designated qualities of life that might or might not be due to the later application of that technology (again leading to improved methods of establishing accountability for impacts).

Modeling and Simulating Societal Interactions

A fourth application to be considered in the development and assessment of this approach is its use in various societal modeling and simulation efforts. In the next section we argue that the lack of knowledge about cause/effect relationships between sectors of society is one of the difficulties preventing further development of the art of social accounting. Studies that try to model the dynamic interrelationships of particular variables such as energy consumption, pollution, employment, and so forth provide a fairly direct way to increase our understanding of these complex relationships. The World Dynamics Simulation, sponsored by the Club of Rome (Forrester, 1971; Meadows, et al, 1972; Mesarovic & Pestel, 1974), and the State of the System (SOS) Model, sponsored by the Environmental Protection Agency (Williams & House, 1974), are but a few of the ongoing simulation efforts that might profit by having well-defined and agreed-upon minimum levels for life quality for use as variables in their models of societal interactions.

Monitoring Citizen (Dis)satisfaction

A final application of this approach could be to use an agreed-upon set of minimum standards in the collection of attitudinal data throughout

the nation. Various national data collection efforts currently under way, such as the General Social Survey, ask questions such as "What is your level of income?" and "How satisfied are you financially?" By slightly reorienting the issue selection criteria for surveys of this sort (so that they relate more directly to an agreed-upon set of minimum standards), it should be possible to portray more clearly how different levels of attainment relate to degree of felt (dis)satisfaction by citizens in various sectors of society. This would, however, require that the questions not only address levels of attainment set by minimum standards, but also span levels of life quality that exceed minimums.

Background

The Need for Indicators

The complexity and interrelationship of the various sectors that combine to make up the broadly defined environment present a formidable backdrop to those responsible for making major policy decisions. Current focus on the energy situation, environmental protection, pending world food shortage, and an endangered economic system add emphasis to the accelerating need for understanding the cause/effect relationships among alternative man-induced actions. Social programs have become vast, technology has grown in leaps and bounds, yet we continue to ask ourselves, "Is it all for the good of man?"

Advances in social statistics and social sciences over the last hundred years have enabled us to begin to recognize and sometimes diagnose societal problems; however, we are still largely ignorant of the causal mechanisms underlying social behavior. While we continue to push for an improved understanding of social behavior, we must also strive for a way to monitor social well-being so that adjustments might be made when the state of society appears endangered. The move to an analytical approach to measuring societal well-being has been modeled after widely used

economic (GNP) and social (unemployment rate, crime rate) indicator techniques. Most of our nation's present societal indicators can best be described by a maxim: We have tended to maximize most of what we can measure best. This has meant a preoccupation with measures such as GNP, per capita or family income, cars produced, units sold, and so on. As we have become relatively affluent and satisfied in our material needs, we have found that our national performance indicators are not well-suited for the measurement of more ephemeral but equally important aspects of our existence. Our concern for environmental and urban problems has revealed that we do not have social and physical indicators that can effectively measure and constructively analyze policy alternatives. More recently, the overly ambitious use of the term "quality of life" has heightened the mismatch between the potential and the practical utility of social indicators.

Current Attempts at Developing Social Indicators and Quality of Life Measurement Techniques

As mentioned earlier, the United States, along with numerous other countries, has actively pursued the development of social indicators and QOL measurement techniques. Current efforts in the United States have been adequately reviewed by various authors. This report will not attempt a comprehensive survey of current efforts, but will instead present some illustrative examples as background to consideration of a new approach.

- In 1969, HEW published Toward a Social Report that attempted to develop new social indicators to be used along with existing indicators to evaluate social conditions. This report, prepared under the direction of then Deputy Assistant Secretary for Planning and Evaluation, Mancur Olsen, had substantive merit but did little to provide new theoretical insights and made little progress in development of indicators.
- The Statistical Policy Division in the Office of Management and Budget published Social Indicators: 1973 and is now preparing a sequel to this report to be published in 1976. The first edition by Daniel B. Tunsdall is a compendium of existing social indicators but includes no attempt at analysis or assessment of the data.

- The National Science Foundation has for about a decade funded social indicator work with a major focus on conceptual work and experimental approaches to measuring social change. A recent grant to the University of Michigan, Institute for Social Research, is directed toward creating a set of subjective indicators that, along with the more traditional objective indicators, like the unemployment index, will guide policy decisions by providing a more accurate picture of what people care about. The investigation, headed by Stephen B. Withey and Frank M. Andrews, is largely based on four national surveys conducted in 1972 and 1973 and has been particularly aimed at exploring a large variety of approaches that might effectively measure the quality of life.

- The Council on Environmental Quality and EPA have initiated efforts to develop improved environmental quality data and indices (largely discrete physical data such as levels of pollution). The Washington Environmental Research Center also sponsored a national conference on quality of life in 1972 directed to determining the key attributes of QOL. Conference proceedings are published in a volume entitled Quality of Life Concepts.

- More recently, a parallel grant to this study was awarded by EPA to Midwest Research Institute. This study, headed by Dr. Ben Liu, entails a compilation of objective QOL indicator data largely abstracted from U.S. Census material. The work provides comparative quality of life profiles for all standard metropolitan statistical areas (SMSAs) in the United States (see Liu, 1975).

Based on a review of the above work, and similarly pointed out in the HEW report on measurement and the quality of life (Francis, 1973), a number of conclusions can be drawn:

- The interest and the need for measures of societal well-being have been substantiated both here and abroad.
- Quality of life entails many issues that are often incommensurable; therefore, a single broad-gauge measure of QOL is not realistically feasible or plausibly desired. Instead, a measurement tool that would point out particular problem areas is a more realistic objective for QOL.

- Societal indicators (objective data) measure existing situations that are readily amenable to numerical representation. There is no reference point or theoretical basis that would tell us whether we are better or worse-off today than yesterday.
- Attitudinal surveys indicate some similarities in what people care about but also point out the differences among various interpretations of a quality life. What is good for one person is not necessarily good for another.
- We do not fully understand the causal mechanisms underlying social behavior; thus, knowing what and how to measure QOL variables is extremely difficult, and knowing how to interrelate them once they are measured is seemingly more impossible.
- There has been no real attempt to relate objective and subjective QOL data with existing policies to provide an improved understanding of cause/effect relationships, or appropriateness of policies.

Given these difficulties of realistically measuring the full spectrum of quality of life, perhaps a more fruitful approach would be to focus (at least initially) on minimal QOL standards and on related dissatisfactions, rather than on the general attainment of satisfactory levels of life quality throughout the society (House, Livingston, and Swinburn, 1974). The present study is a direct outcome of this insight.

Rationale for Looking at QOL from the Minimum Threshold Level

As far back as the development of the Constitution of the United States, decision makers in this country have been primarily concerned with assuring Americans a healthy, secure environment in which to prosper. Standards have become increasingly important in determining welfare program coverage and remain a vital part of decision making and policy formation within the democratic process. Standards are set by public law, political decision, or common custom, but traditionally our nation has tried to invoke standards only when necessary. ("He who governs least,

governs best.") Many of these standards either explicitly state or imply minimum life conditions acceptable in the United States (e.g., minimum wage law, minimally acceptable quality of drinking water). Standards include those designed to influence or control minimum life conditions and those designed to provide incentives for meeting minimum life conditions.

It is understood that standards and particularly thresholds are often reflective of a specific time or situation and that there are policy limitations to QOL indicators based solely on minimum standards. One danger is the assumption that what is barely tolerable is also desirable. If widespread application of the QOLM approach led to a political climate in which only the achievement of minimum standards were given high priority in policymaking (to the detriment of other important concerns), overall life quality in the nation would undoubtedly suffer. Another danger (depending on one's point of view) associated with this approach is that of increasing citizen unrest. Showing just how bad the objective conditions are for some populations (in relation to existing minimum standards) might raise their expectations to levels that society has no intention of fulfilling -- thereby raising the level of expressed dissatisfaction with existing programs and policies. Dissatisfaction throughout society could also be stimulated if indicators of dissatisfaction for different populations came to be used as a formal part of the decision logic in social policy formulation. Also, there is the danger of relying on the types of quantitative measures that are emphasized by technocratic modes of governance, one consequence often being the use of political criteria in the definition and use of the indicator -- for example, by designing indicators, data collection procedures, and levels of aggregation so as to prevent the true level of suffering of some populations from being revealed.

Some of the above dangers may be more apparent than real: hence we will return to consideration of them in Section IV where the QOLM approach is provisionally assessed.

Focus on Minimal Conditions

Three general concerns make up the rationale for the approach explored by this study:

- The need for some agreed-upon reference point for measurement purposes.
- The need to directly relate measured life conditions to existing QOL standards.
- The need to better understand the relationship among various policies setting QOL standards, and how they can be understood in terms of QOL concerns.

The elements of this rationale are summarized in Table 1.

TABLE 1
ELEMENTS OF THE RATIONALE FOR A NEW APPROACH
EMPHASIZING MINIMAL STANDARDS FOR QUALITY OF LIFE

<u>Present QOL Work</u>	<u>Associated Attributes of QOLM Approach</u>
Little agreement among people about what constitutes high quality of life	Focus on minimal thresholds easily understood by individuals; agreement more widely shared
Social indicators are not only expensive to gather, but also have problematic value when used as representative of the larger society	Identify types of minimum standards in terms of the ease with which they may be translated into clear-cut indicators for purposes of monitoring
Trade-offs between different types of social welfare and lack of knowledge about cause/effect relationships make assignment of value (to be associated with a given direction of change in the environment) difficult to assess.	Focus on indicators that are directly related to standards of minimal life quality set by existing policy, codes, and so forth

As suggested earlier, one of the difficulties faced by efforts to measure quality of life as conventionally conceived is that lack of consensus on what constitutes a "high" quality of life; people more generally tend to agree on what constitutes an intolerable quality of life. (For example, while people disagree on what constitutes the "best" food, they all agree that without enough food one's quality of life disappears altogether.) Hence, it should be more feasible to develop an acceptable QOL assessment approach by initially focusing on minimal life conditions.

Also, various studies of plausible future conditions in our society suggest that survival concerns may loom very large during the next two decades (Heilbroner, 1974). Should intense domestic difficulties emerge for our nation (e.g., energy shortages, food shortages, economic depression), policymakers should find it extremely helpful to have a set of social indicators that would reveal which segments of our population are experiencing the greatest distress, and which types of environments have deteriorated to the greatest extent.

A still different reason for focusing on minimal conditions stems from judicial and legislative decisions of the last decade mandating equal opportunity for all citizens. Equal opportunity is often actually afforded to persons previously discriminated against only when quantitative evidence is brought to bear that the discrimination has continued in spite of laws to the contrary (cf. U.S. Equal Employment Opportunity Commission, 1974, pp. 8-11).

Finally, it is worth noting that more legislation is directed at improving intolerable social situations than at the improvement of already tolerable situations (e.g., again the basic premise that a democratic government provides only the minimum and leaves anything beyond to individual initiative). If the collection of social indicators is to be closely related to existing laws and standards (as will be argued next), it is important to initially focus attention on minimal life concerns.

The Use of Existing Standards

The focus on existing standards has been selected to serve as exemplars of what is acceptable. While there are many reasons for wanting to collect information about the state of society, a high priority should be placed on the collection of those types of information that would reveal the extent to which standards set by law are in fact realized in the society. Among other purposes, legal standards and guidelines exist to influence people to do that which they should do, but otherwise might not do (and often do not want to do). Systematic monitoring of the extent to which existing standards are being met would not only provide a higher degree of accountability throughout society; it would also give a much more valid assessment of those life conditions that are seen as important by the policymakers (writers of law) -- thereby providing them with needed feedback on the effectiveness of existing law, or where they feel the threshold should be.

Establish Reference Point for Monitoring and Evaluation of QOL

As alluded to earlier, unless the conclusions of expensive programs of social monitoring are directly relevant to the improvement of public policy, they are unlikely to be adequately supported in this day of economic difficulties and competition for scarce resources. Thus, the approach being explored should be biased toward its utility for policymaking in general, and environmental protection in particular. At least some consideration should therefore be given to a better understanding of the standards themselves -- at least looking at the variety of standards that imply different methods for determining when conditions are to be considered intolerable, different methods for enforcement, and so forth. It is well known that an improvement in the quality of one sector (e.g., transportation) may bring a degradation in another (e.g., land use). Some methods of monitoring and regulation take this type of difficulty into account; others do not. Also, many standards probably reflect

welfare concerns that are difficult, if not impossible, to define unequivocally or to measure directly (e.g., equal educational opportunity). In such instances, policies are often written that combine statements of purpose with remedial activities -- whether or not the progress toward the purpose can itself be objectively measured.

What monitoring styles are appropriate to given types of standards? How are different types of information about objective (and possibly subjective) conditions currently used for regulation and environmental protection? These questions typify a range of concerns that the approach should in some way illuminate.

II DEVELOPMENT OF A NEW APPROACH

In response to the rationale presented in Section I and the objectives outlined for this study, the project team developed the minimum standards approach through a series of tasks, illustrated in Figure 1 and summarized below:

- Selection of sectors and issues representative of QOL concerns.
- Development of a conceptual framework for analysis and the presentation of data.
- Collection of representative standards and data for selected issues within each sector and applied to framework.
- Analysis and synthesis of information gathered.
- Assessment of the usefulness of the approach and development of recommendations for further work.

The following section will present a detailed description of the methodology devised by the project team for the QOL study, although Appendix A discusses some additional issues.

Task 1: Select Sectors and Issues

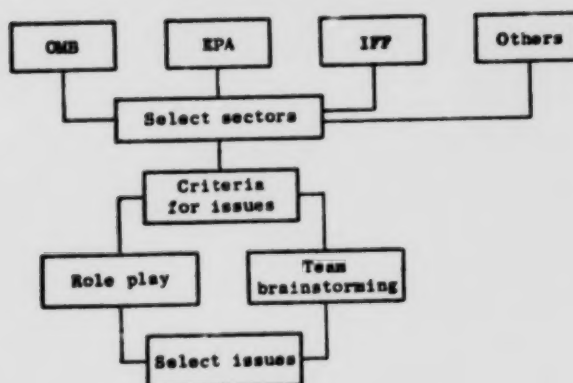
The first step taken by the project team was to decide on a set of categories that would furnish a useful as well as holistic description of major environments of concern to the American people. The team studied several types of categorizations in the literature on social indicators and QOL assessment, reviewing the sector lists produced by other efforts (see Appendix A). The team recognized that the "environment" could be divided or categorized a number of ways, and their final selection of particular sectors was made in part according to the range and logical clustering of issues and representative life concerns on which the approach would focus.

Since the limited scope of this exploratory study could present only a small number of life concerns as reflected in existing standards, some of the team members next conducted an exercise to select those issues

TASK 1

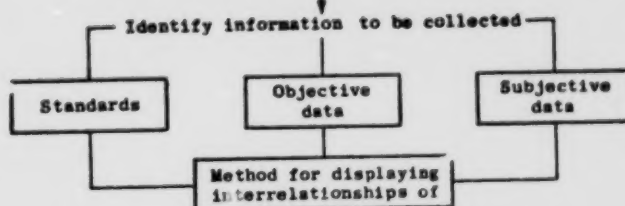
Select Sectors
and Issues

Literature Review



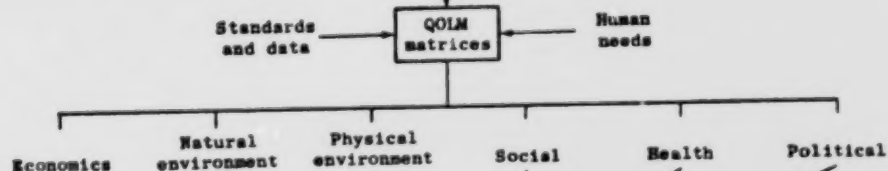
TASK 2

Develop Conceptual
Framework



TASK 3

List Standards
and Identify Data



TASK 4

Analysis

Analyze each sector and compare results

TASK 5

Summarize Usefulness
and Make
Recommendations

Summary of usefulness

- For measuring and monitoring QOL
- As a tool for decision makers and social policy formulation
- Modeling and simulation

Recommendations for further work

FIGURE 1. STUDY TASK DIAGRAM

for analysis that would consider as many significant problem areas and subpopulations of the general environment as possible. The exercise occurred within several day-long sessions in which a multidisciplinary group of analysts formulated a list of criteria (Table 2) to evaluate a preliminary set of issues and representative life concerns that would be chosen for each sector.

The project team employed two methods to develop a preliminary list of issues and concerns: First, team members role-played among themselves, employing 38 "people-types" for whom values and life-styles had been significantly differentiated by previous research (Mitchell, 1973); second, team members held intensive sessions with representatives of specialized disciplines at SRI. They then compiled the lists resulting from these sessions, clustering the concerns into sector/issue categories and ranking them according to the criteria. The preliminary list was slightly modified during data collection and analysis, and in the final stages of the study it appeared as shown in Table 3.

Task 2: Develop Conceptual Framework

A variety of considerations went into the development of a conceptual framework with which to organize the study and its findings.

A first consideration had to do with the need to see existing standards and data holistically--both in terms of being able to see relationships among various sectors of concern (e.g., economic, health, natural environment) and in terms of being able to see the range of policies through which standards are enforced. Figure 2 is a schematic representation of the societal context in which we assume the approach being explored should inform if it is to be useful. Consequently, the conceptual framework (1) emphasized the portraying of existing standards and related objective and subjective data that indicate the status of life conditions addressed by the standards and (2) includes standards and other policies that deal with not only minimum thresholds in various

Table 2

CRITERIA FOR THE CHOOSING OF SECTORS, ISSUES, AND REPRESENTATIVE LIFE CONCERNS

Criteria for the entire list

- Be broadly representative of the entire range of life concerns
(at least one from each of the categories of interest)
- Include both issues that are expected to easily fit into the conceptual framework being developed, and ones that would be difficult to handle
- Include issues that are usually quantified and those that are not.

Criteria for individual life concerns

- Reducible to understandable dimensions
- Relevant to "victims" (of life conditions defined as intolerable)
- Relevant to user agencies at various levels of government
- Relevant as a life concern to a wide variety of populations
- Influenceable
- Differentiates among populations
- Objective and attitudinal data believed to be available.

Table 3

QUALITY OF LIFE CONCERNS INVESTIGATED IN THIS STUDY

Sector	Issue	Nature of Concern
Economics	Income level	Guaranteed income, cost of living, credit opportunity
	Employment	Availability; quality
Health	Health care	Quality; availability
	Nutrition	Minimum daily diet
Social	Crime	Safety from crime
	Criminal Justice Process	Just treatment; conviction and confinement
	Freedom to be	Self-expression; protection of privacy
	Family	Marriage; children
	Education	Quality; availability and equality
Political	Civil liberties	Freedom to exercise choice
	Citizen participation	Right to vote; right to hold office; other forms of participation
	Honesty in government	Honest and fair representation
	Access to information	Citizens access to government opinions, rules, reports
Natural Environment	National protection	External threats; natural disasters
	Air and water quality	Impacts on health, aesthetics (color, taste, odor)
	Scenic and wildlife resources	Protection of scenic resources, protection of wildlife and endangered species
	Noise	Health hazard; amenities
	Radiation and pesticides use	Health hazard
Physical	Land use	Degree of choice
	Solid waste	Health hazards
	Food and drugs	Quality of food and farm products; meat and poultry; drugs; cosmetics; accuracy of packaging and labeling.
	Housing	Quality; availability
	Public services	Solid waste disposal; fire protection
	Transportation	Safety, quality, speed, privacy, cost and availability of various transport modes
	Recreation and open space	Availability of outdoor facilities and open space; quality of recreational facilities
	Manufactured goods and products	Hazardous products; quality of products
	Nonresidential buildings and structures	Safety and quality of buildings, materials and design.

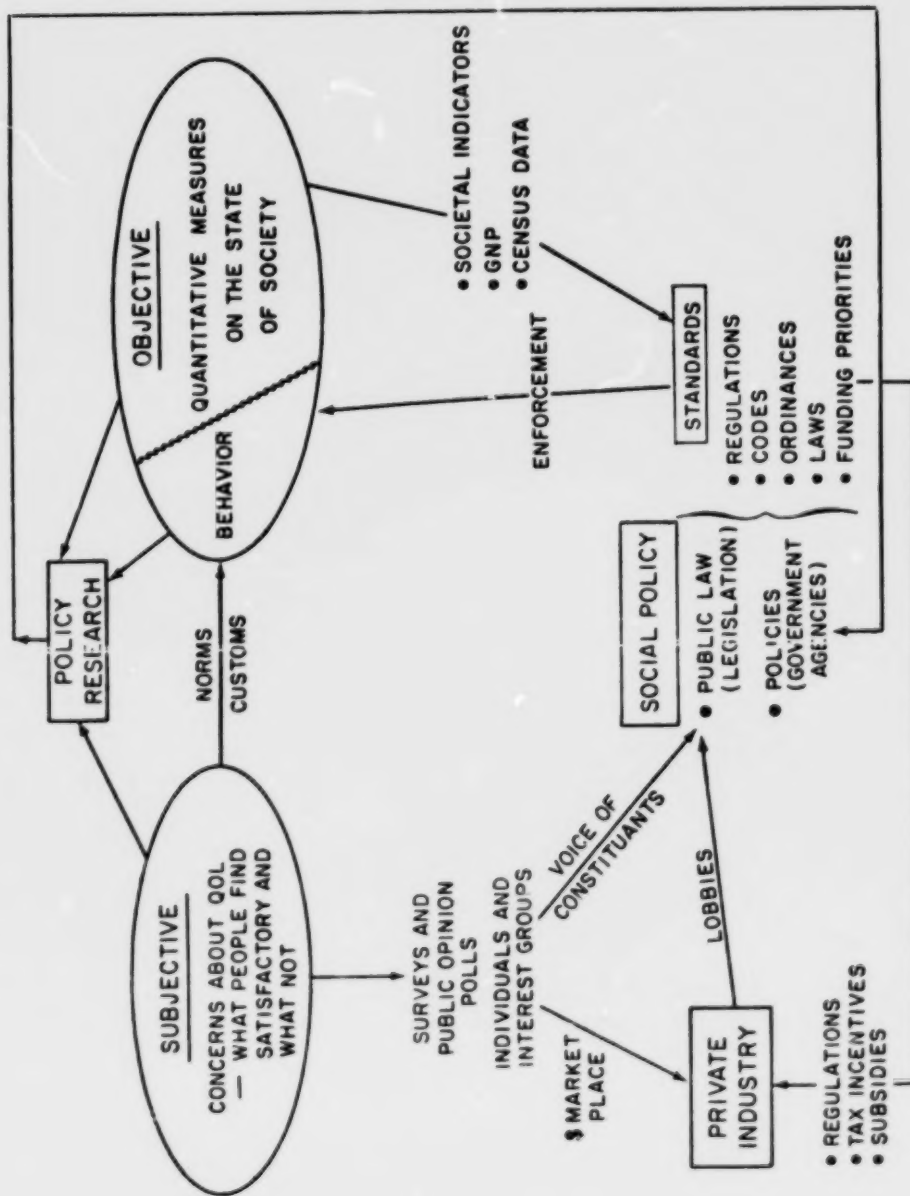


FIGURE 2. A SCHEMATIC REPRESENTATION OF THE THREE BASIC TYPES OF QOL INFORMATION AS RELATED TO ENVIRONMENTAL DECISION MAKING AND SOCIAL POLICY

sectors (e.g., ppm of atmospheric pollutants, or percent unemployment in the economy), but also deal with procedural and other concerns as well--for example, laws that mandate ameliorative activity if minimum standards are not met, or laws that specify equal protection.

The second consideration had to do with relating standards to human needs. A number of approaches for organizing the study and its findings were considered before deciding to apply an adaptation of Abraham Maslow's hierarchy of needs (Maslow, 1954, 1962). Figure 3 portrays a human needs matrix in which is listed, for each sector of concern, a synoptic view of the issues and representative concerns in the vertical column along the left side, and then the standards and data in each column that pertain to a given way of dealing with the concern.

Though we finally settled on categorizing human needs by the terms "basic" and higher," the terminology is not meant to assume priorities to needs, but rather to make a distinction between basic physiological/security needs and social/psychological needs. All needs are considered fundamental to establishing a minimally acceptable quality of life--for example, the fulfillment of some higher needs may be a prerequisite to the fulfillment of more basic requirements for an adequate quality of life.

The team found the hierarchy of needs approach particularly useful for displaying minimum standards because it defines intolerability thresholds for several types of need satisfaction. The following briefly describe each need category:

● By basic needs are meant:

- Physiological (to include food, water, shelter, and other bodily needs).
- Safety or security (meaning freedom from bodily harm, protection against danger, the feeling of having a predictable, stable, and secure environment).

SECTOR	Need Levels of Concern										
		BASIC					HIGHER				
		• Physiological • Safety and Security					• Social • Ego • Self-Actualization				
		Existing Welfare's Concerns Guarantees to Achieve Minimum Standard B ₁ Threshold B ₂ Security B ₃ Access B ₄ Influence B ₅ Threshold B ₆ Security B ₇ Access B ₈ Influence B ₉ Threshold B ₁₀ Ability to									
ISSUES AND CONCERNS											
STANDARDS											
OBJECTIVE DATA											
SUBJECTIVE DATA											

Page 3 HUMAN NEEDS MATRIX

Figure 3. HUMAN NEEDS MATRIX

● By higher order needs are meant:

- Social needs (friendship, affection, love, belongingness).
- Ego needs (both self-esteem as expressed by feelings of self-confidence, adequacy, and competence; and esteem of others as expressed by status, recognition, attention, and prestige).
- Need for self-actualization (growth, development, achieving one's full potential, creativity, self-fulfillment).

The column headings in Figure 3 for each of the two major need areas, basic and higher needs, categorize the standards according to four levels of concern:

- B_1 and H_1 , the existing welfare concern--a definition of the minimum threshold level beneath which the quality of life is defined as intolerable.
- B_2 and H_2 , security--deals with provisions made by society to ensure that the threshold level will be met across time.
- B_3 and H_3 , equal access--standards ensuring equal access for different populations to the social welfare concerns being addressed.
- B_4 and H_4 , ability to influence--standards dealing with alternative ways by which individuals or institutions can influence threshold levels and their own access to welfare.

These distinctions are clarified further in Table 4, which lists types of questions addressed by standards, along with indicator data for each of the four columns.

This categorization, or mapping process, presents standards so as to make apparent any gaps, inconsistencies, and problem areas for identified human needs. It also provides a method for correlating objective and attitudinal data with existing standards. The visual display of information facilitates a comparative analysis of issues within one sector or across several sectors.

Table 4

CELL ENTRIES IN THE HUMAN NEEDS MATRIX

Column Headings	Standards	Objective Data	Subjective Data
B ₁ /H ₁	What is the minimum level of <u>(issue)</u> quality that is considered acceptable beyond which lack of quality may be considered intolerable?	Is <u>(issue)</u> of an adequate quality for this population at this time; does it meet minimum standards? What percentage of population is below minimum levels?	How do people in this population feel about the quality of their <u>(issue)</u> , or where the threshold should be?
B ₂ /H ₂	What provisions exist to safeguard quality of <u>(issue)</u> or to increase it when it does not meet minimum standards?	What are the kinds and amounts of resources or steps taken to bring <u>(issue)</u> up to minimum standards (i.e., enforcement)?	How secure do people feel about the quality of their <u>(issue)</u> ? How do they feel about the adequacy of measures taken to ensure the meeting of minimum?
B ₃ /H ₃	What provisions exist to ensure equal access to at least minimum acceptable levels of <u>(issue)</u> quality?	What percentage of particular population types are meeting/not meeting minimal life conditions?	How do people feel about their opportunities, relative to people in the society at large?
B ₄ /H ₄	What provisions or widespread activities exist through which people determine how they go about obtaining <u>(issue)</u> quality, or about influencing <u>(issue)</u> standards?	What levels of activity are engaged in to influence <u>(issue)</u> welfare?	How do people feel about their ability to influence their <u>(issue)</u> welfare?

To further assess the utility of this approach for a comparative analysis, an attempt was made to classify the standards according to the following scheme:

- Location of issuing authority

- L - Local (city or local district)

- R - Regional (county, group of cities, and so forth)

- S - State

- F - Federal.

- Type of issuing authority

- G - Governmental

- 1 - By legislation

- 2 - By court decision

- 3 - By executive agency ruling, guideline, or code.

- NG - Nongovernmental

- 1 - By professional association or commission

- 2 - By private corporation

- 3 - By political influence group

- 4 - By common custom articulated in some formal way.

- Specificity of intolerability threshold

- 1 - Sets general goals to be pursued, but does not specify any threshold intolerability.

- 2 - Sets some type of threshold of intolerability, but with no way to assess when threshold is reached or crossed.

- 3 - Sets some type of threshold of intolerability that contains with its specification some way of assessing when threshold is reached.

- Method of assessing when intolerability threshold is reached

- (specified or strongly implied by the wording or interpretation of the standard)

- 1 - By direct measure of the objective condition of concern in quantitative terms (e.g., unemployment rate).

- 2 - By use of a proxy for the objective condition of concern in quantitative terms (e.g., welfare recipients as a proxy for low nutrition of school children).
- 3 - By computation and synthesis of direct measures, leading to a quantitative construct that is an indirect quantitative measure of objective condition of concern (e.g., gross national product is an indirect measure of productivity).
- 4 - By a court decision that an intolerable situation has existed (e.g., that an individual has been libelously attacked and damaged).
- 5 - By decision of an executive agency (e.g., EPA).
- 6 - Other (specify in write-up).
- 7 - None.
- Any remedial actions mandated by standard (including enforcement)
 - Y - Yes
 - N - No
- Any systematic or periodic collection of data mandated or required by this or a related standard?*
 - Y - Yes
 - N - No

The project team's experience trying to use this classification system is briefly described on page 39. In general, however, it proved too difficult to apply validly (for each standard we considered) without spending more time than was available in this exploratory study.

Task 3: List Standards and Identify Data

When a preliminary environmental sector/issue list was identified and the conceptual framework developed, the team began a search for three

*This category was meant to include only data that indicate the extent to which the minimum standard is or is not being met.

basic types of information: standards, objective data, and attitudinal survey information related to each issue and representative life concern, refining the definitions of the issues and concerns as necessary.

The search began with federal documents, legislation, and regulations (see Appendix A for a discussion of sources for standards) and proceeded to searches for standards at the state and municipal levels as well. This was particularly true for issues such as housing, crime, and education, where standards are established at the state and local level--federal involvement often being limited to special funding programs and general guidelines for local activity.

Standards included those established by public law, political decision, or common customs that imply minimum life conditions. The team devised the following typology for the objective indicators collected:

- A direct measure of objective condition of concern (i.e., minimum wage law, health and safety regulation, crime rate).
- An indirect measure or political decision regarding objective condition of concern (i.e., definition of pornography, antitrust/fairness standards, or aesthetic conditions).
- A proxy for the objective condition of concern (i.e., number of AFDC mothers as trigger indicator for establishing school lunch program, or number of autos per square mile as a measure of likely noise or air pollution).
- An opinion, custom, or norm relating to objective condition of concern (i.e., protection of privacy, discipline in schools, dress codes [e.g., public nudity], conservation, historical preservation).

Since the present study's purpose is to assess the feasibility of using minimum thresholds for measuring quality of life, the standards and data searched were to be representative rather than inclusive in nature. Once a representative number of standards had been gathered for each column in each sector-matrix, the task was to search for objective data relevant to each standard. The team attempted to incorporate data from

the Midwest Research Institute QOL study (Liu, 1975), also sponsored by EPA, or to suggest modification to the types of data collected by that study to improve its relevance for measuring QOL. Other published social indicator work was used, along with statistical abstracts, annual reports of federal agencies, and research reports.

A preview of problems encountered with available data during the search procedure includes the question of exactly what the data attempt to measure; for example, the number of doctors per 10,000 people does not really measure the quality or availability of medical care. There is no way of knowing from an aggregated figure such as this whether it represents 70-percent gynecologists, 20-percent surgeons, and 10-percent internists, or whether these doctors are contracted to Kaiser, on staff at a major medical facility, or available through private practice. Similarly, when health care objectives are established by each Comprehensive Health Planning Council (CHPC) for a specified geographic area that does not coincide with SMSA boundaries, these cannot be measured with typical SMSA data.

Subjective or attitudinal data (e.g., survey information showing what people are most concerned about) was by far the most difficult data to find. Studies such as "Assessing the Quality of Life as People Experience it", Frank M. Andrews and Stephen Sithey, (1974) or the Federal Social Survey (National Opinion Research Center, 1972-1974), demonstrate the potential usefulness of subjective information for QOLM issues. General survey data collected by popular polling agencies (e.g., Gallup, Yankelovich) or public interest groups also provide potentially useful information for ranking the importance of various QOL issues.

Task 4: Analysis

A project team members with expertise in a particular subject area verified the content of and reviewed the information gathered for each sector-matrix. After the initial matrices were completed, the survey

results were presented to the entire team for discussion. Other experts at SRI and outside the Institute were also invited to participate in presentations. The objectives of the presentations were to verify interpretation of standards, confirm the placement of information on the matrix, and, more importantly, to ensure that most relevant information was included. Matrices were then revised according to recommendations and again submitted to the project team for approval.

Next, the team selected from each sector list one issue for in-depth analysis. An attempt was made to include a cross section of issues, such as standards set at the federal level, standards instituted at the municipal level, standards readily quantified, and those less amenable to quantitative analysis. Selected issues were then considered for data completeness, and a final attempt was made to verify apparent gaps. Appendix C presents the results of the detailed analysis within each sector.

Task 5: Assess Approach and Make Recommendations

At this stage we asked the following questions:

- (1) To what extent do standards, objective data, and subjective data exist in each cell of the human needs matrix (Figure 3)?
- (2) Where gaps exist, does this appear to be more a function of how the categories in the matrix were formed or more a lack of attention to this type of concern in our society?
- (3) What type of conceptual definition of the life concern being dealt with emerges from the existing standards as written?
- (4) What properties significant to the needs of societal monitoring do the various standards, and objective and subjective data manifest? (By properties, we mean the categories listed in the preceding sections.) For example, to what extent does the wording of the various standards lead more or less directly to the possibility of assessing (by objective monitoring or by other

judgmental processes) whether or to what extent the standard is being met? Does the enforcement of the standard require the collection of indicator data? How often, and under what conditions, are the available objective and subjective data collected?

- (5) What commonalities emerge when comparing standards and existing data across sectors and issues? For example, what types of concerns are reflected by standards at federal as opposed to state or local levels? What types are currently monitored in quantitative versus qualitative ways?
- (6) What problems emerge when trying to interpret and to relate existing standards and QOL data in this way?

By seeking answers to these questions, we hoped to be able to infer recommendations for further work using the general approach we have explored.

III PROVISIONAL FINDINGS

In this section we present the central findings that flow from the exploratory survey of existing standards and related data. In reading them, keep in mind that these findings are not meant to be definitive, but only illustrative of the data that appear to be currently available. For example, in issue areas where state and local sources of standards were most significant, we looked primarily at California and, within California, at Santa Clara County or Palo Alto -- although regional differences are clearly important.

To simplify the presentation, we first explore two questions that relate directly to three of the potential applications list in the Introduction (annual reporting of basic QOL attainment, technology assessment, and societal modeling):

- How are the fundamental minimum (or intolerability) thresholds defined for issues in each of the various sectors?
- To what extent are data available to indicate which basic minimum standards are/are not being met?

Following this presentation, we will turn to two questions related to the other potential applications cited (monitoring of citizen satisfaction and QOL/standards mapping).

- What kinds of standards (and indicator data) exist for "higher" needs as well as "basic" needs, and how do they relate to measuring minimum life conditions?
- How do people feel about the quality of their lives; what evidence is there that people "below" the minimum standards are highly dissatisfied, and those above are more satisfied?

Intolerability Thresholds

The level of life quality that is set by one or the few most fundamental minimum standards establishes thresholds in each issue area that call attention to those very minimal life conditions that persons are considered to need for a minimally satisfactory quality of life.

Table 5 lists, in a highly summarized version, minimum thresholds that are either defined or can be inferred from existing standards, together with illustrative data that portray how well these minimum standards are being fulfilled. More detailed information on each of the thresholds cited in Table 5 is presented below, and still more detailed information is contained in the write-ups of each of the specific issues selected for detailed treatment (all of which appear in Appendix C).

Economics

Income Level -- The primary threshold for income is that level beneath which a citizen is considered to be in poverty. Because various government agencies, such as the Office of Economic Opportunity, the Department of Agriculture, and the Census Bureau, have used the concept of poverty for somewhat specialized purposes, various definitions of poverty exist. However, the differences pertain more to how the poverty threshold is to be used than to how the threshold itself is defined. The threshold as defined in 1974 was:

<u>FAMILY SIZE</u>	<u>NONFARM</u>	<u>FARM</u>
1	\$ 2,330	\$ 1,980
4	4,550	3,870
7	6,770	5,750

Employment Rate -- A second fundamental issue in the economics sector concerns employment availability, usually defined as the rate of unemployment. In contrast to income level, which addresses life quality at the individual level, the minimum acceptable level of unemployment

TABLE 5

REPRESENTATIVE SAMPLING OF EXISTING FUNDAMENTAL QOLM THRESHOLDS AND RELATED OBJECTIVE CONDITIONS

Sector	Issue Area	Specific Issue	Definition of Fundamental Minimum Threshold (and Representative Data)	
			Issue Area	Specific Issue
Economics	Income	Adequacy	1974 poverty threshold for nonfarm family of 4 = \$4,550 [U.S. average = 11% in poverty; Portland SMSA = 7%; Birmingham SMSA = 16%]	
Economics	Employment	Availability	Unemployment threshold = 6.5% sustained in an area of 100,000 population for three months. [1974 U.S. average = 6.5% (U.S. Bureau of Labor); Portland = 5.2%; Newark, New Jersey = 7%; San Francisco = 7.9%]	
Health	Nutrition	Minimum Daily Diet	Recommended dietary allowance (RDA): minimum daily diet of fat/vitamins/protein/minerals needed for health (for data, see poverty level, which is used as a proxy for nutrition)	
Social	Education	Attainment	Education threshold: ability to read, write, and compute [Average illiteracy over age 14: United States = 2.4%; Louisiana = 6.3%; Iowa = 0.7%]	
Political	Citizen Participation	Right to vote	Use of any criteria other than "full" citizenship, at least 18 years of age and having a fixed residence at least 30 days for determination of eligibility (no appropriate data)	
Natural Environment	Air pollution	Suspended Particulates	EPA primary threshold = $75 \mu\text{g}/\text{m}^3$. [A ratio of 1.00 means that the annual average ambient concentration was exactly at the level of the primary threshold, 1973; Los Angeles 1.60, Chicago 1.16, St. Louis 1.28--CEQ Annual Report 1974.]	
Physical Environment	Housing	Quality	Intolerability threshold is structural soundness and minimal plumbing, defined as "nondilapidated"; [Average population living in "dilapidated" housing, 1970: United States = 7%-- Census data reported by OMB for all housing units]; [Census data reported by MRI (Liu, 1975) for single occupancy units only: Portland = 1.8%, Birmingham = 3.1%]	

addresses life quality at a collective level. The threshold included in Table 5 is inferred from the Comprehensive Employment and Training Act of 1973 (CETA), which provides assistance for geographical areas of 100,000 or more population that suffer a rate of unemployment equal to or greater than 6.5 percent for three consecutive months.

Minimum thresholds in the economic sector generally have the advantage of being quantitatively defined and associated with systematic and periodic data collection efforts. They have the disadvantage, however, of suffering from various measurement problems, probably the most severe of which is the relatively high number of uncounted persons (e.g., persons employed part-time but seeking full-time employment are counted as employed) who fall within the conceptual definition of intolerability. Another problem is that, due to inflation, the dollar thresholds constantly change; thus, by the time indicators are collected, the true situation may be considerably different.

Health

Minimum thresholds in the area of health are difficult to infer, largely because most existing standards deal with availability of treatment services rather than with health quality per se -- for example, physician-to-population minimum ratios of 1:4000 (if in a city); formulae or tables designating the number of general hospital beds per number and type of population; availability of emergency services. Days free of bed disability is a threshold advocated by an earlier study (U.S. Department of Health, Education, and Welfare, 1969), but we could find no existing standards that used this measure as a threshold. We considered trying to infer specific minimum thresholds by looking at the types of substantive coverage afforded by various health insurance schemes. This was impractical, however, because the coverages afforded are too numerous and because they are not assigned any priorities. One way to resolve this dilemma could be the use of "inability to work due

to illness or injury" as a minimum threshold. Such a standard could be justified on the basis of common custom and policies such as disability insurance.

Nutrition -- Adequate nutrition, however, is perhaps the most fundamental prerequisite for minimal health. For this reason, and because it is defined in objective and quantitative terms, we chose to use it as the provisional basic intolerability threshold in the health sector. Most federal food programs employ two basic threshold indicators to define minimum nutrition: the RDA (Recommended Dietary Allowance) and the Secretary of Agriculture's Income Poverty Guidelines.

The RDA is a direct standard (hence, usable as an indicator) for adequate nutrition, being "designed for the maintenance of good nutrition of practically all healthy people in the U.S.A." However, because of the difficulties inherent in measuring the actual nutritional intake by populations thought to suffer from inadequate nutrition, and because evidence exists indicating that persons suffering from poverty are apt to suffer from inadequate nutrition as well, the Income Poverty Guidelines are often used as criteria for food assistance program availability, rather than inadequate nutrition, per se. Thus, poverty is often used as a proxy indicator for malnutrition, and either minimum standard can be considered as defining the nutritional threshold.

Social and Political Environments

More than most, the social and political sectors represent key issue areas where "higher" needs may be seen as fundamental to quality of life. The right to vote and emotional security provided for within the family structure are examples of psychological/social/cultural needs that are basic to both individuals and to society.

With the exception of education, however, most of the issue areas we looked at in the social and political sectors have minimum thresholds that are relatively well-defined, but are defined so as to make objective

monitoring operationally or conceptually difficult. Various civil liberties, freedom from loss due to crime, voting rights, and related concerns, tend to be defined in absolute terms. All citizens should have the right to vote or to speak within certain specified limitations; all should be free of crime, also specified in detailed terms. However, these are not numerical thresholds and thus present difficulties when attempting to measure conditions.

One problem is that the protection of these rights is often on a case-by-case basis (as, for example, with libel or pornography). Another problem is that while a graded series of severity or importance may exist (as, for example, with various types of crime), we found no way to designate any particular level as designating a measurable "intolerability threshold," as we use the term. Although all types of crime are considered intolerable, only lack of access to uniform justice has been found "of fundamental interest" by the courts.

Thus, although a variety of indirectly relevant data exist (such as the percentage of eligible citizens who actually vote, or the Uniform Crime Statistics series), it is unclear how such indicators could be used in connection with fundamental minimum thresholds that are expressed in simple terms.

Education -- Although not a physiological, safety, or physical security need, education -- like the right to vote and the right to legal defense when accused of a crime -- has been defined by the courts as being "of fundamental interest," a legal conception from which we can infer that these issue areas are "basic" QOL needs. While various state standards exist relating to compulsory school attendance and minimum standards for high school graduation, these are more properly thought of as "higher" standards insofar as the present approach is concerned. The primary minimum threshold for attainment in education can be inferred as minimal mastery of the "three Rs" -- ability to read and write well enough to

perform tasks such as filling out a job application, ability to count well enough to make change, and so forth. This threshold is readily amenable to monitoring.

Educational quality, like that of health services, is typically defined in terms of guarantees (Column B₂ in the matrix) such as teacher certification (which is virtually defined in terms of preparation, rather than competence) rather than actual quality as could be measured by any objective criterion. Thus, the principal minimum threshold for educational quality is operationally defined as "not having a certified teacher." The principal minimum standards for equality of opportunity for education are stated in terms of prohibitions, e.g., against "separate but equal" educational services. While objective measures of racial "opportunity" (defined either as access, racial mixing, or attainment) exist, the lack of an adequately precise conceptual definition of "equal" prevents adequate measurement in this area.

Natural Environment

The natural environment includes those issue areas alluded to by the National Environmental Policy Act of 1969 and of most direct concern to the EPA. Typical of the minimum thresholds found in this sector are those for air and water quality. Two thresholds that apply nationally are distinguished: primary standards (judged necessary with an adequate margin of safety to protect the public health) and secondary standards (judged necessary to protect the public welfare from any unknown or anticipated adverse effects of a pollutant).

Clearly, the primary standards qualify as fundamental minimum thresholds, and since they deal with physical properties of the environment, they are readily quantifiable for measurement and monitoring. Standards establishing minimum thresholds for air and water quality are good examples of state, regional, and local policies that have gone beyond the minimum of federal standards by setting more stringent standards

than are applicable nationally. California air quality standards, for example, have more strict thresholds than those set by EPA. In this case, then, it is necessary to consider indicators (objective data) within the State of California in the light of California standards. National averages or comparisons among states would be of less significance than establishing the problem areas within the political jurisdiction of the state where minimums are not being met.

Finally, the natural environment sector appears to be the only sector outside of economies where monitoring methods and indicator work have been established in a deliberate way. However, it may be argued that the state of the art is still progressing and that thresholds often represent reference points based on the best available knowledge (e.g., health hazards of various concentrations of pollutants in the air).

Physical Environment

The basic minimum thresholds for food, drugs, and cosmetics may be considered to be those causing sickness or death (due to impurities or side effects) for an average person, i.e., one having no allergic reactions and so forth. In an operational sense, however, these thresholds are defined in terms of purity of product, accuracy of the label, and permission from the Federal Drug Administration to market them. Hence, monitoring on a national scale would have to be on an extremely disaggregated basis, with each type of food, drug, and cosmetic considered on a separate basis.

For housing, the intolerability threshold is a housing unit that is "dilapidated" -- defined as having one or more serious defects, such as no plumbing, no heat, infestation, toxic paint, and so forth -- all such defects being specified by various (and numerous) building codes, which are typically set by the state and local governments and thus must be measured at that level of political concern.

The threshold for manufactured commercial and industrial products is generally viewed in terms of "unreasonable" risk of injury to the consumer. The Consumer Product Safety Commission has a broad range of evaluative criteria, often subjective, for each of the many product types. These criteria are often defined differently for different products according to their performance characteristics and intended use.

Minimum thresholds for public services, such as fire and police protection, are similarly viewed in terms of unreasonable risk to public health and safety. While such risk factors can be objectively estimated, these standards are difficult to translate into precise thresholds of intolerability.

General Observations -- Higher Level Standards and Data

The systematic arraying of minimum standards and related data, both objective and subjective, proved to be a most difficult task -- even in this exploratory study. Rather than focus on the specific findings, which are included in Appendix C, it is more useful to discuss some of these difficulties, for they bear directly on the assessment of the QOLM approach to be discussed in the next section.

Difficulties in Searching Out Standards

The primary difficulty in searching out relevant standards is that there are so many that should be included -- especially in areas (such as housing or education) where most standards emanate from the state or local level. Although a number of very useful reference aids (such as the Code of Federal Regulations) exist to help one assess existing standards, we found that it takes prior familiarity with a substantive area to know all of the right "keywords in context" to use such aides effectively. Thus, in checking our results with substantive specialists within the Institute, significant standards were often suggested that were not possible to assess by standard search procedures. This problem

is especially pronounced for the "higher" standards. Hence, we concluded that any gaps in the various cells of the matrix included for each issue treated in detail might well stem from insufficiently exhaustive searching of existing standards, rather than from the fact that no such standard exists.

A second difficulty is that many standards that imply a minimum level of life quality or performance have been interpreted -- often in differing ways -- by either executive guidelines or by the judicial process. Legislative and judicial history can rather straightforwardly be researched, but it is extremely time-consuming. Hence, this aspect of minimum standards was relatively neglected in this study.

Problems of Interpretation

Once a wide range of standards and related data was collected, a variety of difficulties faced the analysts as they sought to place them in the appropriate place in the matrix, and to code them so as to provide a numerical estimate of the types of standards and data that seem to exist in the various sectors.

An initial issue was whether the given standard should be considered as a "basic" or a "higher" standard. While this might be of only academic concern, to the extent that any subsequent applications of minimum standards/data mapping would focus only on "basic" concerns, the resolution of this issue has real import for the scope (hence the feasibility) of the work. Generally, we found it necessary to expand the conceptual definition of "basic" and "higher" needs, given on page 20, in the following ways. A standard would be defined as "basic" if either:

- (1) It was so defined by existing statute or interpretation.
- (2) Its fulfillment is widely considered to be a significant prerequisite to the fulfillment of other basic needs.

Examples of (1) include the right to vote, the right to adequate defense when accused of a crime, and access to basic education -- all

of which have been defined by the courts as "of fundamental interest" to the welfare of the individual. Examples of (2) are harder to document because of the lack of rigorous cause/effect knowledge that characterizes social science generally. As an example, however, the report of the National Goals Research Staff (1970) recognized Basic Research as a primary sector in its treatment of life quality, thus recognizing the importance of a "higher" needs concern to the fulfillment of other life concerns.

A more severe problem was presented by the task of trying to code the various standards according to the categories described on page 24. With a few exceptions, the categories themselves worked well, but the time necessary to check adequately all necessary background documents proved to be beyond the scope of this project. Hence, providing validly illustrative data on the types of standards found, by use of the categories, was not possible. Instead, the coding is used to illustrate how it could benefit a more detailed study by enabling frequency counts, by sector, of the standards that implied a definite threshold, that mandated monitoring, and so forth.

Another problem of interpretation concerned the matching of a given standard with one (or more) available objective or subjective datum. Without addressing the question of the adequacy and characteristics of data cited, data matching was somewhat uncertain at times. We did try to match data and standards so as to illustrate the extent to which the fulfillment of various standards was possible to evaluate. It appears, in many instances, that the problems of measurement (e.g., in education) are such that the operational definition of a given life concern is significantly different from the conceptual definition contained in the standard. In other instances (e.g., in various civil rights), it is simply not feasible to measure the concern directly.

In summary, we concluded (1) that the detailed findings reported in Appendix B are informative but they should not be considered in any way complete; and (2) that both a high degree of analytical sophistication and expenditure of effort would be required to complete our survey of representative standards and associated objective and subjective data.

IV PROVISIONAL ASSESSMENT OF THE QOLM APPROACH

A number of interesting methodological issues associated with the QOLM approach could be discussed in their own right, but we believe that the utility of this study will be heightened by discussing such issues in connection with several potential applications of the approach.

In the introduction to this report we briefly identified five potential applications in which the QOLM approach might prove useful: (1) a procedure that might be termed "standards mapping"; (2) reporting of intolerable conditions in the society; (3) technology/environmental impact assessment; (4) simulation modeling of conditions in society; and (5) monitoring of citizen (dis)satisfaction. Each of these potential applications is discussed below.

QOL/Standards Mapping

Various federal, state, and local government agencies are responsible for ensuring compliance with a large and often confusing array of policies, guidelines, and standards. Although fairly straightforward procedures exist through which one can become aware of the applicable standards for any given activity, the standards that pertain to a given topic area or that are a single agency's responsibility are rarely listed so that the reader can readily grasp the overall logic. Furthermore, it is currently virtually impossible to obtain a synoptic view of the entire range of significant standards and data that exist across various sectors of concern. The human needs matrix of existing standards and related data introduced in Figure 3 and applied in Appendix B might be used -- either in its present form or as modified so as to make it a reasonably efficient way to portray significant policies and related conditions in the society.

The basic question to be addressed here, then, is, "To what extent is it feasible, and might it be useful, to pursue the activity of mapping existing standards and associated data at the three levels of governance that were explored in this study?"

A first consideration is whether it is feasible to map "all fronts," as it were, as opposed to mapping only the jurisdictional responsibilities of a given agency, such as EPA, or a given political area, such as a city. Given the difficulties we experienced in even this brief exploration (noted in the previous section on results), it is clear that a mapping of all fronts -- desirable as it might be -- would be a large undertaking and would require considerable analytical sophistication. It is a task that lies outside the jurisdictional responsibility of any given agency, although a foundation with programmatic interest in social indicators might be willing to support such an effort. Due to the scope of such a study, however, such foundation support is not very probable, unless it could be demonstrated that such a study would have high probability of leading to useful applications.

The most useful applications of QOL/standards mapping probably would lie in the area of policy enforcement and policy formulation/modification -- either due to internal agency initiative or due to political pressure by interest groups.

If an interest group perspective were to be taken, the approach might be much as we explored, but with an emphasis only on standards that clearly state minimum conditions to be fulfilled. This would essentially mean eliminating consideration of the vast sets of programs we tried to survey in columns B/H₂, B/H₃, and B/H₄ of the matrix, and might indeed make an all fronts mapping effort feasible.

If the interests of a given agency were to be served, on the other hand, it might be feasible to map only those standards that the agency has a responsibility to fulfill, and to add programs as a discrete element in the matrix (in addition to standards, objective data, and subjective

data), thereby showing what programs are intended to address particular minimum standards, and what indications exist that they are successful or critical needs exist. This would have the added advantage of clarifying the distinction between "standards" and "programs" -- a distinction that became quite blurred in this study.

If either of the above modifications were to be made to the approach we have explored, we believe that further pursuit of standards mapping would be feasible and useful, although expensive. At the very least, it would further illuminate the gap between stated standards and existing data collection procedures, and at best it would lead to the improvement of both public policy and its monitoring. In terms of longer-range consequences, attention to the wide range of standards (both "basic" and "higher") might tend to alleviate some of the potential difficulties discussed earlier, if undue attention came to be placed on minimum conditions and on life dissatisfactions.

Reporting of Minimum Life Conditions

The periodic monitoring and reporting of conditions specified by a selected list of intolerability thresholds (the most fundamental of minimum QOL standards in various sectors) is the most basic and possibly a "least ambitious" application of the QOLM approach. As we shall see, however, even this application would be quite difficult; and given the failures of earlier social indicator/reporting/accounting program attempts (noted in the Introduction), the potential ability of QOLM to avoid similar difficulties should be questioned.

Let us first assume that there was agreement among the responsible agencies regarding the desirability of having a selected list of (perhaps eight to fifteen) intolerability thresholds to be periodically monitored and reported; that this list should be broadly representative of the range of concerns making up life quality; and that because the list

includes those most fundamental minimum standards, it is considered a worthwhile investment of public funds to seek resolution of all significant technical problems of measurement and reporting. For purposes of discussion, the thresholds discussed previously (summarized in Table 5) may be thought of as making up such a list.

Let us first consider a problem that was not possible to solve with earlier approaches, but which should be no problem for the QOLM approach -- that of the normative property:

[By normative social indicator is meant] a statistic of direct normative interest which facilitates concise, comprehensive, and balanced judgments about the condition of major aspects of a society. It is in all cases a direct measure of welfare, and is subject to the interpretations that if it changes in the "right" direction while other things remain equal, things have gotten better, or people are better off. Thus statistics on the numbers of doctors or policemen could not be [normative] social indicators, whereas figures on health or crime rates could. (U.S. Department of Health, Education, and Welfare, 1969, p. 97)

While we would not make any claims about the QOLM approach's ability to render up "comprehensive and balanced judgments" about life conditions in the society, we do assume that indicators relating directly to minimum standards do have the normative property: at least at levels of attainment located on or about the minimum standard itself, "more is better." If for no other reason, this is true because of the way minimum standards are conceived and legally based -- they set levels of attainment that are to be fulfilled and, if not, typically call for some mode of action that makes fulfillment of the minimum standard more likely.

A second problem that afflicted earlier attempts at QOL assessment is the problem of differing values and differing priorities -- thereby making it impossible to forge consensually valid conceptions of aggregate life quality. With the QOLM approach, this problem reduces to an issue

of identifying the range of minimum thresholds that exist for various populations. For thresholds in areas such as health or economics, this presents no problem, because the standards in these areas emanate primarily from the federal level -- thereby covering the entire population of the nation. In areas such as housing, however, local codes predominate, thereby raising the following issue: "Where local minimum standards differ, should a national monitoring effort report local conditions in relation to an averaged minimum standard?" Our brief exploration suggests that measurement against most standards is useful only within the area of political jurisdiction that the standard applies to. In other words, Federal standards can be measured by national indicator data, and state/local standards can be measured within their own political jurisdiction. However, because these standards differ, they need not be compared with other states or averaged across the country. For the most fundamental standards or intolerability thresholds, however, the opposite may well be the case. Although differences in local codes do exist, the range of variation in the definition of, for example, intolerable housing conditions is not all that great. Hence the use of intolerability thresholds to apply to the entire country for purposes of monitoring should be feasible, and would certainly be desirable.

A third problem that afflicted earlier attempts at QOL assessment is the problem of assigning relative priorities among types of life (e.g., Is clean air more important than access to transportation?). At the minimum threshold this is not a problem because the prevention of all types of minimum conditions (that are sufficiently fundamental to life quality to warrant their inclusion on the selected list) could be assumed to have imperative priority.

A fourth problem is that of valid measurement. At least three aspects of this problem need to be cited: adequate conceptual definition of the threshold, adequate operational definition of the threshold, and adequate measurement of conditions.

Unequal educational opportunity has been defined by numerous national policies as an intolerable condition of fundamental importance. As yet, however, the important political factions have been unable to agree on a satisfactory conceptual definition of "equal educational opportunity." For some, it should be equal access (availability or years of attainment); for others equal (skill) mastery; for still others, equal economic success in later life. Unless a satisfactory conceptual definition can be obtained, there is no possibility of satisfactory monitoring that directly relates to the threshold. It should be recognized, however, that the definitional debate over equal educational opportunity is addressed to a higher level needs concern than that which we have called the fundamental intolerability threshold (which, for education, might be defined as minimal mastery of the "three Rs"). If, in the application we are considering, equal opportunity in areas such as education or nutrition or income was addressed only at the most fundamental threshold, we suspect that difficulties of conceptual definition could be rather readily resolved. Setting of a precise threshold level might well, of course, remain politically difficult to accomplish.

Problems of operational definition also present difficulties. Various concerns that we explored in the social and political sectors, for example, have clear-cut conceptual definitions but are notoriously difficult to translate into terms that could be quantitatively measured. Although many standards in the social and political sectors require monitoring or data collection, the kind of monitoring mandated by such standards is often procedural rather than substantive (i.e., required reporting on compliance with regulations rather than on objective conditions in relation to minimum standards). These problems may not be resolved within the currently dominant measurement paradigm of Western science that stresses the supremacy of objectivity, reductionism, and quantification. Their resolution would be more probable, however, if

a sustained search was made for viable measurement options applied to a small set of high-priority thresholds.

Even if adequate conceptual and operational definitions exist, there are still difficult measurement problems to be resolved if the reporting of fundamental minimum life conditions in society is to be satisfactory. Here, issues in the economic sector, such as income and unemployment, provide the most well-understood examples (although much has been written about crime statistics artifacts as well). It is well known that the current series of poverty and unemployment statistics are portraying a distorted picture of objective conditions in the United States -- just how distorted is a matter of some debate (Spring, 1971; Gross, 1974). One problem stems from uncounted people who fall within the conceptual and operational definitions (of poverty or unemployment) but are not detected by existing measurement techniques, a second from insufficient disaggregation in reporting, and a third from politically biased selection of operational definitions. Because these issues are complex enough to require more discussion than is appropriate here, we will merely note that evidence exists to suggest that if all persons who should be counted as unemployed using existing operational definitions were so counted, and if the operational definition of unemployment were broadened to include "subemployment" (i.e., those persons working full-time, but receiving less than the legal minimum wage for their efforts), then the objectively valid level of unemployment in various urban ghettos would exceed thirty percent (Spring, 1971, p. 189).

Let us now move forward a decade and assume that this application has been tried and found successful, both in scientific and political terms. What ordinarily unanticipated consequences might occur? One consequence might be that substandard or intolerable conditions have significantly diminished. This would clearly be desirable. However, if more widespread applications of the QOLM approach led to a political

climate in which only the achievement of minimum standards was given high priority in policymaking (to the detriment of other important concerns), the results might not be so desirable. Given the continued priority that many "higher" pursuits have had in our society, the undue emphasis on relieving intolerable conditions is judged unlikely.

In summary, we conclude that the pursuit of this application of the QOLM approach would entail some formidable difficulties, but is both feasible and desirable. It would require careful selection and definition of a limited set of fundamental minimum (intolerability) thresholds that most informed persons would find legitimate. It would require collection and presentation of data at a level of aggregation no higher than the SMSA level and, in areas of the country where conditions are most minimal, at sub-SMSA levels as well. Furthermore, we believe that it would be both feasible and desirable to collect and report these data so as to allow multiple-category cross tabulation across indicators within the three levels of government (federal, state, local) so that it would be possible to portray the multiple types of intolerable conditions that are suffered by some of our citizens.

Technology/Environmental Impact Assessment in Relationship to Minimum Standards

The use of explicit minimum standards -- especially those that set the very fundamental thresholds -- as a way to define areas of potential impact caused by application of a new technology might seem to be both straightforward and objective. Surely any technology whose application might bring a reduction in life quality to less than specified minimum conditions should receive most careful scrutiny. Furthermore, because the types of minimum conditions we have been considering generally have the legitimacy of law, this application should be further explored.

Several dangers, however, can be anticipated. One very plausible difficulty is the proliferation of minimum standards mandated for inclusion.

It would be good to require a technology assessment to consider a few of the most basic minimum standards, but if the approach caught on it is likely that increasing numbers of minimum standards would be mandated -- resulting in the type of bureaucratic nightmare that so often characterizes enforcement of administrative regulations.

A second difficulty -- especially pronounced if numerous minimum standards had to be considered in a given assessment -- is that life conditions not explicitly called out by mandated minimum standards would tend to be ignored. Currently, it is thought that technology assessment should include all types of potential impacts, whether covered by existing standards or not.

Moving beyond the level of technology assessment to that of technology regulation, however, the QOLM approach brings out the following issue: "What legitimate rationale can be used for banning application of a technology other than its impact on life conditions covered by legally-based minimum standards?" In the brief review of previous work in QOL assessment, we noted the difficulty of trying to get agreement on priority weightings of QOL concerns. A similar difficulty would surely be found in trying to get agreement on undesirable impacts not treated by existing minimum standards.

Because of the above difficulties, and because the emerging field of technology/environmental impact assessment is faced with other complex difficulties not relevant to treat here, we conclude that (1) technology/environmental impact assessment activities could benefit from the reporting of minimum life conditions, but (2) the feasible linkage between the two types of efforts is too low to be a high-priority concern.

Simulation Modeling of Conditions in Society

One of the various analytical tools with which to better understand society and its governance is that of dynamic simulation modeling

(Forrester, 1971; Meadows, et al, 1972; Williams & House, 1974). To what extent might the QOLM approach offer this type of effort anything of value?

Forrester (1971, pp. 60-64) used quality of life as a measure of performance in his world model -- QOL being defined as a "computed quality-of-life standard ... [made up of] ... four multipliers derived from material standard of living, crowding, food availability, and pollution." In a more refined version of the model, Meadows, et al (1972) found that they had to avoid using a global QOL indicator due to the considerable difficulties faced when incorporating the complex of social variables that should be considered part of such an indicator, though they did find it useful to incorporate basic components of QOL directly in the model.

One difficulty of applying the QOLM approach to highly aggregated simulation models is that substandard conditions (in the United States) tend to cluster in small geographical areas. Therefore, unless the simulation model is designed to accomodate regional differences -- the direction taken in Mesarovic and Pestel's (1974) second-generation Club of Rome project -- it is not likely to be able to demonstrate how various impacts on quality of life generally would impact on specific types and concentrations of intolerability. Also, models such as the State of the System (Williams & House, 1974) tend to emphasize input/output relationships without much consideration of life quality levels. Models of this type would have to be extensively redesigned to adequately portray the fulfillment or nonfulfillment of significant minimum standards.

Therefore, we conclude that unless some application of the general QOLM approach documents not only existing standards and associated objective and subjective data but also the amounts of resources devoted to meeting those minimum standards -- and at a low level of aggregation (all of which would probably be infeasible) -- then the link between QOLM assessment and societal simulation modeling is too tenuous to pursue.

Monitoring of Citizen (Dis)satisfaction

The systematic monitoring of the subjective component of intolerable or substandard life conditions could be a most important contribution to public policy formulation in the United States. To what extent are citizens who suffer from multiple, as opposed to single, intolerable conditions dissatisfied? Which substandard conditions bring the most dissatisfaction and suffering? By combining these types of data with objective data, one should be able over time to identify the populations who are worst off, and to determine whether their welfare is improving or diminishing relative to the larger population whose fundamental needs are being met.

The General Social Survey (National Opinion Research Center, 1972-1974) exemplifies the type of activity through which this type of analysis can take place. Its results are stored in computers at a number of locations, thereby allowing the analyst to use the data in whatever ways are most appropriate (e.g., to cross tabulate across various variables at a low or a high level of aggregation).

Inasmuch as the General Social Survey is not designed to emphasize substandard life conditions (or populations), however, we suggest that special "piggyback" studies be considered in which (1) the survey instruments would include both subjective and objective questions relating to a small set of intolerability thresholds, and (2) the sampling design would place high emphasis on validly portraying life conditions and dissatisfactions in geographical areas known to suffer from multiple types of substandard conditions -- even if this means aggregating such data at the census tract level and seeking to contact people left out of the national census.

The importance of conducting this type of data collection is suggested by former Labor Secretary Willard Wirtz in a confidential memo to President Johnson reported by Spring (1971, p. 188): "If a third of the people in the nation couldn't make a living, there would be a

revolution." Wirtz's Labor Department figures indicated that in 1966 while national unemployment stood at 3.8 percent, some 30 percent of the urban poverty neighborhood work force failed to earn more than poverty wages. However, the subemployment index, published in 1967, was discontinued and no subsequent attempts have been made to document either the extent of unemployment (or other intolerable conditions) in poverty areas or the levels of dissatisfaction that exist in such areas.

REFERENCES

- Andrews, Frank M. and Withey, Stephen B., of the Institute for Social Research, University of Michigan, Ann Arbor, Michigan, "Assessing the Quality of Life as People See It" (draft), for presentation to the annual convention of the American Sociological Association, Montreal, Quebec, Canada, August 1974.
- Andrews, Frank M. and Withey, Stephen B., "Developing Measures of Perceived Life Quality; Results from Several National Surveys," Social Indicators Research, I (1974).
- Environmental Protection Agency, Quality of Life Concept: A Potential New Tool for Decision Makers. Washington, D.C., 1973.
- Forrester, Jay W., World Dynamics. Cambridge, Mass.: Wright-Allen Press, 1971.
- Francis, W. J., A Report on Measurement and the Quality of Life. Washington, D.C.: U.S. Department of Health, Education, and Welfare, January, 1973.
- Gross, B. M., The State of the Nation: Social Systems Accounting. London: Social Science Paperbacks, 1966.
- Gross, B. M. and J. D. Straussman, "The Social Indicators Movement." Social Policy, Sept/Oct 1974, 43-54.
- Hielbroner, R. L., An Inquiry into the Human Prospect. New York: Norton, 1974.
- House, P., R. Livingston and C. Swinburn, Monitoring Mankind: The Search for Quality. Washington, D.C.: Environmental Protection Agency, 1974.
- Liu, B., Quality of Life in Metropolitan Areas of the United States, Kansas City, Mo., Midwest Research Institute, 1975.
- Markley, O. W., Alternative Futures: Contexts in Which Social Indicators Must Work. Menlo Park, CA: Stanford Research Institute, Report No. EPRC-6747-11, February, 1971.
- Maslow, A. H., Motivation and Personality. New York: Harper, 1954.
- Maslow, A. H., Toward a Psychology of Being. Princeton: Van Nostrand, 1962.
- Meadows, D. H., D. L. Meadows, J. Randers, and W. Behrens III, The Limits to Growth. New York: Universe Books, 1972.

- Mesarovic, M. and E. Pestel, Mankind at the Turning Point, The Second Report to the Club of Rome. New York: E.P. Dutton, 1974.
- Mitchell, A., 1973: Life Ways, Life Styles. Menlo Park, CA: Stanford Research Institute, Long Range Planning Report No. 500.
- National Goals Research Staff, Toward Balanced Growth: Quantity with Quality. Washington, D.C.: U.S. Government Printing Office, July, 1970.
- National Opinion Research Center, University of Chicago, National Data Program for the Social Sciences: The General Social Survey, Inter-University Consortium for Political Research, Ann Arbor, Michigan (July 1972).
- Spring, W. J., "Unemployment: the Measure We Refuse To Take." New Generation, 53(1), Winter, 1971, 187-194.
- Tunstall, D., Social Indicators, 1974. Washington, D.C.: U.S. Government Printing Office, 1974.
- U.S. Department of Health, Education, and Welfare, Toward a Social Report. U.S. Government Printing Office: Washington, D.C., January, 1969.
- U.S. Equal Employment Opportunity Commission, Affirmative Action and Equal Employment. Washington, D.C., U.S. Government Printing Office, January, 1974.
- Williams, E. R., and P. House, The State of the System (SOS) Model: Measuring Growth Limitations Using Ecological Concepts. Washington, D.C.: Office of Research and Development, Environmental Protection Agency, February, 1974.

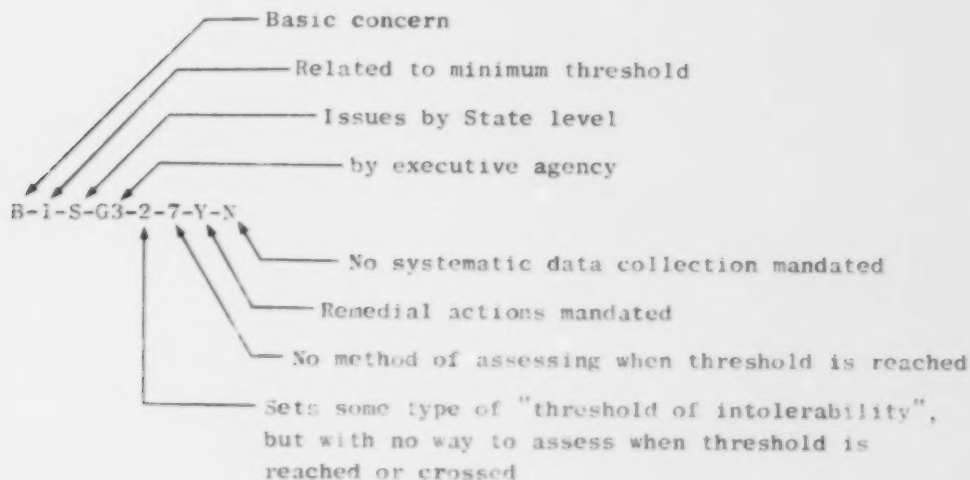
TABLE OF CONTENTS

APPENDICES	<u>Page</u>
INTRODUCTION TO APPENDICES	57
APPENDIX A: METHODOLOGY	A-1
1. List of Issues and Concerns from Role-Playing Exercise	A-2
2. Social Sector Lists (SRI) (Non-SRI)	A-18
3. Literature Search Procedures.	A-21
APPENDIX B: SECTOR/ISSUE EXEMPLARS.	B-1
1. Economics	B-1
2. Health	B-28
3. Social	B-60
4. Political	B-103
5. Natural Environment	B-126
6. Physical.	B-160

INTRODUCTION TO THE APPENDICES

This section of the Appendix contains specific issue writeups for each sector of the study. A multidisciplinary team was responsible for these writeups, with specific issues assigned to those with expertise in an area of concern. Later, the writeups were reviewed by the entire project team. Each issue writeup begins with a brief introduction to the sector, explaining why a specific issue was chosen for analysis. An interpretation of the data for each matrix then follows the introduction.

Each entry in the "minimum standards matrix," has been coded in the following manner (refer to the categories described on pages 24 and 25 of the main report):



Policy Level Data (Minimum Standards)

The method used in gathering policy level data (i.e. standards) are discussed in "Literature Search Procedure" in the Appendix section on methodology. The search for this type of data was not meant to be an

exhaustive one, but its purpose, rather, was to indicate the types of standards that would be relevant. In areas where many standards were available, the standards assumed to be precedent to all others were sought. The specific categories of the matrix (threshold, security, equal access, and ability to influence) are not necessarily mutually exclusive. The purpose of this classification was to structure the analysis, not to rigidly categorize, and each standard appears in the most relevant category.

Objective Data

In viewing the objective data, the reader should be aware of some problems with the existing data. These include questions of operational definitions and of data collection and analysis. During our search for objective data that could describe the "true" objective conditions, we encountered an additional barrier, in that data often reflected only the positive side of a situation. For example, data for program progress in the employment issue often shows only the number of jobs provided without furnishing the corresponding number of jobless individuals in a target population. Data on discrimination was found to reflect only the number of recorded cases, without regard to the actual number of individuals suffering from discrimination.

Subjective Data

It is readily apparent that the matrices do lack subjective data relevant to many of the issues. This is in part because the same problems with objective data are intensified when using existing attitudinal survey data. Most of the attitudinal data that we reviewed was not specific enough to be used within our matrices but, as responses to very generally phrased questions, was more a measure of a vague notion of quality of life. The project team feels, however, that subjective data is essential

to the approach we have taken and, moreover, that such data could be more meaningfully developed by orienting collection of subjective data such that they relate more directly to intolerability thresholds set by existing policy.

QUALITY OF LIFE CONCERNS INVESTIGATED IN THIS STUDY

Sector	Issue	Nature of Concern
Economics	Personal Income	Guaranteed income, cost of living, credit opportunity
	Employment	Availability; quality
Health	Health care	Quality; availability
	Nutrition	Minimum daily diet
Social	Crime	Safety from crime
	Criminal Justice Process	Just treatment; conviction and confinement
	Freedom to be	Self-expression; protection of privacy
	Family	Marriage; children
Political	Education	Quality; availability and equality
	Civil liberties	Freedom to exercise choice
	Citizen participation	Right to vote; right to hold office; other forms of participation
	Honesty in government	Honest and fair representation
	Access to information	Citizens access to government opinions, rules, reports
Natural Environment	National protection	External threats; natural disasters
	Air and water quality	Impacts on health, aesthetics (color, taste, odor)
	Scenic and wildlife resources	Protection of scenic resources, protection of wildlife and endangered species
	Noise	Health hazard; amenities
Physical	Pesticides use	Health hazard
	Land use	Degree of choice
	Solid waste	Health hazards
	Food and drugs	Quality of food and farm products; meat and poultry; drugs; cosmetics; accuracy of packaging and labeling.
	Housing	Quality; availability
	Public services	Solid waste disposal; fire protection
	Transportation	Safety, quality, speed, privacy, cost and availability of various transport modes
	Recreation and open space	Availability of outdoor facilities and open space; quality of recreational facilities
	Manufactured goods and products	Hazardous products; quality of products
	Nonresidential buildings and structures	Safety and quality of buildings, materials and design.

Appendix A

METHODOLOGY

Information and support material described in Section II of the report are as follows:

1. Role-playing Exercise

The first page shows the 38 "people types" role-played by SRI team members. A list of issues and concerns in each of the seven sectors (economic, political, physical, social, health, psychological and natural environment) was compiled as a result of this exercise.

The issues and concerns built up in this way appear on pages A-2/A-13 under the Sector headings. The numbers refer to the typology segment shown on the legend page. These lists could be greatly extended by using additional typologies and more usefully by having the ratings done by people with a variety of backgrounds.

In addition to responding to the sectors we asked ourselves three other questions that seem to have a good deal to do with QOL: (1) What are expectations for the future?, (2) What are the prime causes of problems?, and (3) What are the remedies for the problems? Items under these headings appear on pages A-14/A-16.

QOL - ISSUES AND CONCERNS

Legend

- 1 EPRC - survival/security
- 2 EPRC - belonging
- 3 EPRC - esteem
- 4 EPRC - self-actualization

- 5 Life Cycle - prosperous bachelor/career girl
- 6 Life Cycle - newly wed
- 7 Life Cycle - full nest
- 8 Life Cycle - empty nest
- 9 Life Cycle - solitary survivor

- 10 Jung - sensing/thinking
- 11 Jung - intuition/thinking
- 12 Jung - intuition/feeling
- 13 Jung - sensing/feeling

- 14 Income - > \$3000/family/year
- 15 Income - \$7500 - 12,000
- 16 Income - < \$20,000

- 17 Kohlberg - universalistic
- 18 Kohlberg - social contract/duty
- 19 Kohlberg - deference to authority

- 20 Lifeway - Maker
- 21 Lifeway - Preserver
- 22 Lifeway - Taker
- 23 Lifeway - Escaper
- 24 Lifeway - Changer
- 25 Lifeway - Seeker

- 26 Images of Man - Economic
- 27 Images of Man - Existential
- 28 Images of Man - Humanistic Transformationalist
- 29 Images of Man - Behavioristic

- 30 Maslow - Survival
- 31 Maslow - Security
- 32 Maslow - Belonging
- 33 Maslow - Esteem
- 34 Maslow - Self-Actualization

- 35 Age - 30-35
- 36 Age - 35-50
- 37 Age - 50-65
- 38 Age - 65+

ECONOMIC ENVIRONMENT

Higher social security payments 1, 9, 22, 35
Limit after-tax income 1
Job guaranteed at minimum wage 1, 14, 22, 23, 24, 30
Profit-sharing with workers 1
Guaranteed annual income for all 1, 14
Workers bigger voice in company 1
Capitalism is OK - don't fool with it 2, 3, 20
No limit on after-tax income 3, 20
Profits should not be shared 3
Business ethics should not be regulated by government 3, 21
Business social spending is up to it 3
Nationalization of industry is wrong 3
Taxes should be much reduced 3, 9, 15, 21
Economic growth is not tied to technology 4
Opportunity for financial advancement 5, 7, 15, 20, 32
Good employment opportunities 6, 20, 31, 35
Secure and stable economy 6, 8, 10, 12, 13, 16, 20, 21, 22, 31, 32
Minimum inflation 7, 9, 15, 16, 20, 21, 31, 32, 35, 38
Stable job structure 6, 8, 15, 19, 31
Economic growth required 10, 20, 21, 31
Functionality for today is main economic criterion 10, 18, 21
Equitable distribution of goods and income 11, 14, 17, 24, 25
Job must be challenging and meaningful 11, 17, 20
Marketplace should be more responsive to esthetics 12
Friendly, warm, protecting job atmosphere 13, 19, 22
Higher minimum wages 14
Job protection, unemployment insurance, etc. 14, 22
Participative management essential 17, 24
Share corporation resources with society 17, 24
Work and investment should earn a fair profit 18
Higher corporate pensions 22
Whole system is wrong 24
More regulation of industry 24
More consumer protection 24
Business should spend much more on social concerns 24
Economic goal is reasonable prosperity--not rampant growth 25
Leaders should receive meta-pay, not huge salaries 25
Materialism is the way to go 26
Competition is the way 26
Rugged individualism makes a good economic system 26
Economic progress is a rational matter 26
Economic well-being is not important 27
Economic progress is a process, not a pragmatism 28
Purpose of economics is leisure 28
Purpose of economics is realization of higher potential 28
Behavior-shaping can enhance economic productivity 29

POLITICAL ENVIRONMENT

Unions should be freer to work for members 1
Welfare recipients shouldn't be penalized for moonlighting 1
Only slow change is acceptable 2
Always obey the letter of the law 2
World peace depends on economic aid to UDC 2
Society's needs come before the individual's 2
Force should be met with force 3
The U.S. must not be subservient to the UN 3
Initiatives should be left to individuals 3
Union membership should not be job prerequisite 3
The least government is best 3, 21
Public education should be more independent of national government 4
Police should enforce laws, not maintain order 4
Government should not compel citizens to protect system 4
OK for U.S. to relinquish power to supranational institution 4
Communist threat is overestimated 4
Policies should assume most people are trustworthy 4
Radical change may be necessary 4
Avenues for the individual to affect the system 5, 9
Need local, community power 7, 24
Need means of suppressing radicalism 8
National defense too costly 9
Need more national defense 9, 13, 21
Don't expect moral perfection 10
Politics should be pragmatic and practical 10, 13
Need to attain much higher levels of equality 11, 24, 25, 34
Need to attain much higher levels of justice 11, 17, 24, 25, 34
Need to attain much higher levels of liberty 11, 24, 25, 34
Government must be highly responsive to all citizens 11, 17, 24, 34
Orientation should be to one world 11, 25
Should stay out of personal affairs 12, 23
Government's main purpose is to provide safety and security 13, 22
If big brotherism necessary for secure system, OK 13
Government must give everyone a fair shake 14, 30
To be heard in local affairs 14, 30
We get it from both ends (i.e., rich and poor) 15
Don't upset the applecart 16
I should get favors 16, 26
Politics need complete revamping 17
Politicians have too much power 17
Citizens should be much better informed 17
Politics are for the individual, not the system 17
Need to attain much higher levels of opportunity 17, 24, 25
Justice should go by letter of the law 18
Anything goes, if I'm protected 19
We need democracy led by elite (me) 20

POLITICAL ENVIRONMENT (Continued)

Job of government is to care for the failures 20
Job of government is to defend the system 20
Isolationism is good 21
Need much wider participation in government by citizens 24, 25
Need system for consensus decisions 24
Government's purpose is to facilitate personal growth 25
Civil liberties jazz is for the birds 19
Those who have it, should; hell with the others 26
There is no political norm 27
We relate to others by example, therefore... 27
Good politics requires cooperative participation 28
Political units should be neither too large nor too small 28
Politics is a major arena for farming men 29
The law scares and threatens me 30
Benefits and protection should be expanded 31
Maintain at least minimum civil liberties 31
The problem is how to get around the system 31
A free press, free speech, etc. 33
Higher efficiency in system 33
Societal stability is foremost 33
Opportunity for complete participation in system 34
Avoiding trouble with the law 35
Is anyone listening--does anyone care? 38

PHYSICAL ENVIRONMENT

Concern over pollution is overdone 3
Mandatory sterilization is wrong 4
Technology alone cannot overcome many problems 4
Need decent apartments at reasonable rates 6, 35
Good housing key to healthy family life 7, 30, 35
Need good public transit to schools, etc. 7
Esthetic environment (so children will learn appreciation of beauty) 7, 28
Comfortable, reasonable housing 8, 30, 31
Esthetic surroundings important to well-being and happiness 8, 10,
11, 12, 17, 24, 25, 34, 37
Friendly, helpful neighbors are important 9
Better facilities for elderly 9, 38
Comfort 13
Many (social and recreational) facilities for the good (hedonistic) life 13, 23
Eliminate slums, rats, bad sanitation 14, 24
Need city playgrounds and other places for children to play safely 14
Extensive and cheap public services 16, 17, 22, 24
Esthetics second to "real" needs 16, 21, 24
Urban renewal needed 20
Better public transportation 20, 22, 24
Better, cheaper, handsomer public housing 14, 22, 24
Government aid in buying houses 22
Need control over my local environment 23
Comfortable, healthy, diverse surroundings, not lavish 25
Organize physical environment for economic purposes 26, 28
Surroundings form the basis of perceptions, ergo 28
Rats, plumbing, slums 30
Access to public services 31, 38
Keep the home (car, plant, etc.) running 31
Better surroundings, car, home, etc. 32
Impressive, handsome community 33
Better quality of goods 33
Pleasant, functional home, car, services, etc. 34, 36, 38
Finding a good place to live within means 35
Finding and retaining adequate housing 38

SOCIAL ENVIRONMENT

Train so people can defend themselves in court 1
Recreational facilities for poor are inadequate 1
Education should deal with more practical matters 1, 20
Needs of society over those of the individual 2
A warm, loving, protective family and community 2, 13, 21, 25, 32, 34, 36, 38
Strong institutions increase individual freedom 2
Family is central to human happiness and goodness 2, 7, 11, 13, 15, 20, 22
Educational tuition should be deductible 2
Down with deviance 2
Practical matters come before ideals 3
Private property is a good basis for society 3
Educational system should be uniform 3, 22
Educational system should emphasize alternative value systems 4
Techniques for controlling people are improper 4
Brutality is always wrong 4
Technology cannot solve the serious problems 4
Education should stress broad areas of arts, letters, science 4, 25
Enculturation is not the purpose of education 4
Social rights should be equal for all 4
Obedience as a virtue is overdone 4
Esthetics and creativity over practical matters 4
Education should have many aims and ways 4, 12
Justice is much more than written law 4
More recreational facilities 5, 23, 32, 35
Better schools and universities 5, 32
Opportunity to meet interesting people 5, 6, 23
Opportunity to travel 5
Opportunity to do whatever I like 5
Having a good time 5
More chance to engage in outdoor activities 6
Better local night school facilities 6
Great sex life 6
Sociable community 7, 32
Pleasant work relationships 7
Pleasant church relationships 7, 8
Freedom from physical threat 7, 8, 9, 10, 14, 15, 20, 21, 31, 36, 38
Freedom from property damage 7, 31, 32, 36, 38
Inexpensive family recreational facilities 7
Safe neighborhood 7, 8, 9, 14, 15, 20, 21
Morally proper TV and other mass media 7
Bigger and better police and fire services 8, 16
Decent housing 9
Decent transportation services 9
Public education costs taxpayers too much 9
Means of contacting others of similar (intellectual) interests 11

SOCIAL ENVIRONMENT (Continued)

More support of abstract, theoretic work and principles 11
More advanced education 11, 33
More acceptance of creativity and the non-regulation 12
Jobs tend to express creativity 12
Institutions tend to put everyone in same box 12
Group norms should prevail over individualistic 13
Keep the family together 14, 22, 30, 31
Need strong, authoritarian government 14, 19
Need strong, authoritarian churches 14, 19
Need strong, authoritarian family leadership 14, 19
Need strong, authoritarian industrial leadership 14, 19
Opportunity to get ahead is foremost 15
Many entertainment facilities to break boredom 15
Too much senseless change 16
Much good in traditional ways 16, 18, 21
Educational opportunity is foremost 16, 20
Schools should teach universalistic ethics 17
The individual comes before the system 17
Social stability is essential 18, 21, 22, 38
Schools should emphasize logic, rationality 18
Children should be socialized in American success 20
Work is more important than play 20
Home and family should be inviolate 20
Private education is needed as well as public 20
Religious (church) values central 21, 22, 30
Enculturation is the main purpose of education 16, 21
Nice neighborhood, all pretty much the same 22
Good public education 22, 35
Free education through college 24
More power to local levels 24
Education should socialize in the socialist mode 24
Society should be geared to promote self-actualization 25, 34
Education should promote inner understanding 25
Children are most prized possessions of society 25
Interpersonal (process) relations are central 25
Need more noncompetitive jobs and activities 25
Accumulation of goods 26
Prestigious job of influence 26
Since chaos is the law, social environment undefinable 27
No matter what, man is essentially alone 27
Self-realization ethic should govern 28, 34
Ecological ethic should govern 28
Sense of interdependence and oneness 28
An environment that trains beneficially 29
Access to formal religion 30, 31, 38
Keeping the kids in school 31
Getting the kids into college 32

SOCIAL ENVIRONMENT (Continued)

More cultural opportunities 33, 34, 37
Time for recreation, family 33
Comfortable old age 33, 38
Deep family relationships 34
Need for sense of the cosmos 34
Good setting for raising a family 35
Getting children through college and launched 36
Stable, one-world system 37
Maintenance of family ties 38
Specialized recreational facilities for elderly 38

HEALTH

Free health care 1, 14, 24
Health services should be more evenly distributed in population 1, 30
Subsidize and insure medical and dental care 1, 31
Families with children should get a break on health bills 1
Mentally ill should be committed by society 2
Psychedelics should be banned 2
Health insurance should be cheaper 6, 7
More effort should go to overcoming childhood diseases 7, 35
Faster emergency services needed 8
Public health clinics are terrible places to be 9
Need more geriatric R&D 9
No way to avoid old folks home or dependency on family 9
Robust physical health is essential 10, 13, 26
Vigorous mental health is essential 11, 25
Mental freedom to be oneself is essential 12, 25
Self-knowledge is key to health 12, 25
Inspiration and creativity is key to health 12
All the fun things are bad for your health 15
The family physician system is best 16
Clinics are too impersonal 16
Too much regulation of medicines, etc. 21
National health care for all 22, 24
More R&D on addiction, alcoholism, etc. 23
Mental hospitals need thorough overhaul 24
Stricter regulations to protect the innocent 24
Place greater trust in the wisdom of the body 25
Expect health to vary--not meaningful 27
Psychosomatic illness growing 28
Ill health may stem from technological change 28
Need to be conditioned out of mental influences 29
Better access to health care 30
Medicine for kids 31
Getting healthy diet 31, 38
Paying doctor bills 32
Avoiding depression--blues 33
Doctors for pregnant mothers 35
Avoiding degeneracy diseases 37, 38

NATURAL ENVIRONMENT

Need places to get away from it all 5, 23
Pollution is a major hazard 7, 24, 33
City noise is bad 7
Children need to get out into the country periodically 7
Things should be rolled back to the way they were 8
Some despoilation of nature is inevitable 10
Need more appreciation of cosmic events 11
Spaceship earth 11, 25, 34
Every blade of grass is sacred 12
Conservation above all 12, 17, 24
Beautification of cities, highways, etc. 12
Need more city parks, wild areas, national parks, etc. 13, 24
Public lands should be enclaved and preserved 11
More view and "gentlized" nature areas 13, 22
Leave the ecology hullabulloo to government 13
Pollution isn't that bad--anyway you can move out 15
Nature is great but people and progress come first 16, 18, 19, 20, 21
Wilderness must be kept inviolate 17, 35
Some pollution is inevitable--be reasonable 20
Ecology costs too much 21
More attention to the little outdoors 22
Develop more near-in outdoor recreation areas 22
Return to the land--communes, etc. 23
Ecology über alles 24, 35
Aim should be human ecology--man/nature symbiosis 25
Resource wastage must be stopped 25
Mastery over nature remains the problem 26
Source of affirming self 26
Essential to self-understanding 28
Man is but an animal 29
Quality of tap water 31
Disposing of garbage 31
Quiet neighborhood 33, 36, 37, 38
Access to wilderness 33
Create a natural world 34
Clean air and water 33, 36, 37

PSYCHOLOGICAL ENVIRONMENT

Parents should run the family with hand of iron 1
All this ESP, TM, paraX business is dangerous 1
Life should have order, discipline, godliness 1
One's first concern should be for others 2
Mind-altering chemicals should be outlawed 2
To excel, an individual must stand alone 3
Patriotism is a great virtue 3
Competition promotes progress 3
The best rise to the top 3, 16
Family norms should dominate social norms 4
Intuitive knowledge is reliable 4
Experiment with non-addictive, harmless drugs 4
People are good 4, 25
Job must be rewarding, fulfilling, well-paying 5, 10, 16, 20, 21
Plenty of friends 5
A trustworthy environment 5, 6, 7, 8, 13
Getting ahead is very important 6, 16
Self-regard 6, 9, 11, 20, 23
Mutual respect among friends, family 6
High morality (to teach children) 7, 15, 17, 18, 19
Too much change is bad 8, 13, 21
Having old, reliable friends 9
Access to people and events 9
Need of praise, fame, status 10, 11, 16
Need to get things done 10, 16, 20
Environment responsive to me as a person 11
Means of extensive, fast communication with others 11
Freedom to unfold in my way 12
Excess of prejudice, hatred, inequality in society 12
To build a pocket of friendliness in harsh world 14, 30
Not representative influence in affairs 15
Individuals, not institutions, should have the power 17
Actions should be logical, calculated 18
All things in moderation 18, 22
I'll play the game if you'll protect me 19
We need mastery over the environment 20
Strict, authoritarian moral code 21
Can trust only solid types like me 21
Need many avenues of escape 23
No control over my world 23
Things too fixed--stodgy 24
Need to meld work and play 25
Progress is growth of people 25
Self-actualization is central 25
Peak experiences are central 25
Need great openness among people 25
Change for good reason is fine 25
Goal is inner harmony 25

PSYCHOLOGICAL ENVIRONMENT (Continued)

Need close, deep friendships 25, 33, 34, 36, 38
Insight into self 25
Up with the Protestant Ethic 26
Wholly subjective 27
More attention to subtle inner factors 28
More attention to social-psychological factors 28
More attention to spiritual attunement 28
More attention to influence of physical surroundings 28
Construct it so as to create appropriate behavior 29
Acceptance of rigid code of ethics 30
Trustworthy neighbors 31
Opportunity for change 31
World a bit too much 31
Work that satisfies 32, 33, 36
Inner growth 34
Inner contentment--serenity 34, 38
Sense of opportunity for progress 33, 35
Sense of accomplishment 33, 36, 37
Sense of trust in human relationships 38
Sense of self-worth--of being needed 38

EXPECTATIONS FOR THE FUTURE

Things are really taking off 5
The world is glowing now--this can't last 6
High hopes, especially for the children 7
The end is coming round the bend 9
The past was better than the future is likely to be 10
Great--a transformation is underway 12
Things should be bigger, shinier 13, 20
Hopeful, if lucky or times are better 14
I'll do fine--but I'm not so sure about you 15
Bigger and better if those radicals don't take over 16, 22
Hopeful, but fear the worst 17
Things will be good if we don't try to change everything 18
This great nation will move on to greater glory 19
Things are going to hell in a handbasket 21
Very much in doubt 23
Things will be better because I'll make 'em so 24
Better, because the world is within me 25
There are no expectations, only present reality 27
Alternating despair and hope 28
I don't expect much 30
Warmer, closer, better 32

PRIME CAUSE OF PROBLEMS

Neglect, being forgotten by friends and system 9
My way is not sufficiently honored 12
Too much change too fast 13, 21, 15
The system is against me 14, 30
Caught between the rich and the poor--I bear everyone's burden 15
Liberals and radicals with too much power 16, 21
Immorality, especially in high places 17
Immoral system 17
Irresponsible wildnesses and excesses 18
Too much tampering and experimenting 20
Constraints on a free system 20
Others, the system--anything but the self 23
Conservatives, crooks, liars, and frauds 24
The Watergate syndrome 24, 17
Insensitivity, indifference 25
Unnecessary regulation 26
Existence itself 27
The technological society/industrialism 28
Society 30
Lack of opportunity 31
Inflation, etc., will take all I have away 10
We'll have to give up progress owing to shortages, inflation, etc. 10
Status quoism could produce regression 12
I haven't the influence to put the right people in power 14
Environmentalists will put us back to primitive conditions 16
Hopelessness 30

REMEDY FOR PRIME PROBLEMS

Better environment in which to raise a family 7
Society geared to people and their growth 12
Slow down, relax, take it easy 13
Return to proven traditional ways 13
Have the system provide for all of my physical needs 14
Soak the rich 15
Throw the bastards out 17, 20
A tough, authoritarian leader who'll enforce rules 18, 19
Leave things alone--hands off 20
Return to the good old days 21
Make sure the pie is divided evenly 22
Take my advice 24
Cease to exist 27
Transformed society 28
"Them" 30
Opportunity--a chance 31
Work harder 32
Give me my special niche 23
Vote out the old fogies 24
Personal wisdom and insight will remove external blockages 25
Eliminate superindustrial state 28
Produce post-industrial state 28

QUALITY OF LIFE
Intolerability Levels

Date: _____

Typology: _____

Group: _____

Filled Out by: _____

1. Economic Environment
2. Political Environment
3. Physical Environment
4. Social Environment
5. Health
6. Natural Environment
7. Psychological Environment

expectations cause remedy

2. SOCIAL SECTOR LIST (OTHER THAN SRI)

INSTITUTE FOR THE FUTURE ENVIRONMENTAL PROTECTION AGENCY OFFICE OF MANAGEMENT & BUDGET

<u>Security:</u> • violence • sickness • safety • old age • job	<u>Economic Environment:</u> • work satisfaction • income • income distribution • economic security	<u>Employment:</u> • work environment and job satisfaction • employment security
<u>Economic Prosperity:</u> • material standard of living	<u>Political Environment:</u> • informed constituency • civil liberties • electoral/non-electoral participation • government responsiveness	<u>Income:</u> • low income population • income distribution • level of personal income
<u>Justice:</u> • effectiveness and equality of justice system	<u>Physical Environment:</u> • housing • transportation • material quality • public services • aesthetics	<u>Housing & Physical Environment:</u> • housing and quality of living conditions • neighborhood quality • environmental quality
<u>Spiritual:</u> • diversity • opportunity for self-fulfillment	<u>Social Environment:</u> • community • social stability • culture • physical security • family • socialization • recreation	<u>Education:</u> • basic skills for everyone • opportunity for advanced learning
<u>Environment:</u> • air • water • sound • facilities	<u>Health:</u> • physical • mental • nourishment	<u>Leisure and Recreation:</u> • time available • participation
<u>Culture:</u> • education • recreation • leisure • media	<u>Natural Environment:</u> • air and water quality • radiation • solid waste • toxicity • noise	<u>Public Safety/Legal Justice:</u> • safety from crime • equitable criminal justice
<u>National Security:</u> • threat from internal and external enemies	<u>Population:</u> • population • living arrangements • family structure	<u>Health:</u> • long life • physical and mental well being
<u>Involvement:</u> • opportunities for participation		
<u>Civil Liberties:</u> • voting • free speech		

2. SOCIAL SECTOR LIST (SRI)

(Preliminary List)

<u>SECTOR</u>	<u>ISSUES</u>	<u>CONCERNS</u>
Physical Environment (Manmade)	Quality of Goods & Services	Food & Drugs Consumer Products
	Housing	Quality Availability
	Built Environment	Visual Qual. of Public Spaces Natural Hazards & Protection
	Transportation	Safety & Operation Availability
	Recreation	Opportunities Quality of Experience
Natural Environment	Scenic Resources	Preservation Quality
	Wilderness Areas & Endangered Species	Protection of
	Open Space & Natural veg.	Availability
	Natural Resources	Availability
	Radiation Pesticide	Protection
	Air Quality	Visibility
	Water Quality	Ecological effect Visual Quality Taste
Economics	Income	Cost of living Distribution Availability
	Employment	Quality of Discrimination
	Taxes	Inflation
	Social Welfare	Availability Quality

<u>SECTOR</u>	<u>ISSUES</u>
Health	equal access to health care equal quality of health care equal cost of health care adequate food/diet in both cost, nutrition, and quality
Psychological	self-fulfillment
Systemic	incomprehensibility/complexity vulnerability of system
Social	job discrimination business ethics family--divorce/child abuse education: quality/availability/cost women's lib
Political	one man, one vote--representation proportion honesty in government--Proposition 9 access to information--freedom of info. act.

3. Literature Search Procedures

Standards

The search procedure for gathering standards for the QOL study began at the federal level and then proceeded to the state and local levels as necessary. The research team's approach involved several steps. The first was to look up pertinent legislation in several listings and indexes. Useful guides were, the Congressional Information Service, an index of the contents of bills, hearings, congressional reports and committee prints from 1970 on; the Congressional Quarterly, which contains a subject index to articles discussing the status of current bills and analyzing the issues surrounding important legislation; the Monthly Catalog of U.S. Government Publications, which also indexes hearings, committee prints and bills; and the United States Code Annotated, which contains a general subject index to federal laws.

A review of federal law indicated whether a federal mandate or policy existed for an issue. More specific regulations and guidelines for the laws were found in the Code of Federal Regulations (CFR) and the Federal Register. The Code of Federal Regulations, codified into fifty titles, contains the substance of federal regulations for specific programs and provides also a current indicator of which federal programs are alive and receiving funding. To determine whether regulations have been amended or repealed, one can check the "Codification Guide" in the front of each daily issue of the Federal Register, as well as its cumulative monthly and quarterly guides.

Definitions of eligibility are often deferred to states or are transmitted in guidelines issued annually by the Secretary of the Department responsible for issuing regulations. Most federal regulations furnish program guidelines for states to follow but allow criteria for eligibility for a specific program to be determined at the state and local levels. An exception would be the federal welfare laws, which give nationwide eligibility criteria.

After reviewing the regulations, the researchers requested supporting literature from federal and state agencies and from various interest groups concerned. These are usually nonlegal summaries restating policy and regulations in more readable form than the CFR, the Federal Register, or other official literature.

A final step was interviewing federal, state, and local officials directly, in order to gain a better understanding of the standards. The above approach was used in research for all the sectors, except in the social area. This sector encompassed the issues of education, crime, family, and freedom to be. In most instances, these standards are set at state and local levels only and can be found in state or district codes. For example, standards for education were found in the California Education Codes, in the California Civil Codes, as well as in school district codes. Further information was obtained by interviewing school officials.

Objective and Subjective Data

The QOL research team had no standard procedure for gathering objective and subjective data. Most of the objective data came from state and federal sources (Bureau of the Census, Bureau of Labor Statistics, or committee reports and hearings.) To the extent feasible, we tried to use objective data included in the parallel MRI study

(LIU, 1975). Subjective data was obtained primarily from three sources: "Assessing the Quality of Life as People Experience It," by Frank M. Andrews and Stephen B. Withey of the Institute for Social Research, University of Michigan; Social Indicators published by the Office of Management and Budget in 1973; and public opinion polls such as the Harris, Gallup, and Roper polls.

A detailed listing of the sources used appears in the bibliographies following each sector writeup.

Appendix B

SECTOR/ISSUE EXEMPLARS

1. Economics

General

The economic sector of the Quality of Life study includes the issues of income level and employment. Within the issue of income level, are the concerns of guaranteed income, cost of living, and credit opportunity. Employment is defined as availability and quality of working conditions. Both the issues and the specific concerns were determined by the criteria set forth in the section on methodology (Appendix II). The issue of employment availability was chosen for extended analysis, for the following reasons:

- Employment availability is essential to quality of life
- Objective data concerned with unemployment is regularly collected
- This issue illustrates how an established threshold level can actually change during periods of unusual stress.

Conceptually, work (employment) is viewed as a basic institution through which individuals and society experience a reciprocal relationship. Traditionally we find the individual working both for society and his own ego needs. Society provides the means for obtaining food, clothing, and shelter and ego satisfaction, neither society nor the individual being able to function alone. Employment availability is a basic concern of most people. In fact, it can be assumed to be of concern to all people since everyone is dependent upon the stability of the economic (and therefore all other) environment(s). Therefore, the relevance of employment availability for overall quality of life is of central importance. If the additional factors of time--the amount of time the average person spends working--and health--the relationships between work and mental and physical health--are considered, the function of work in the overall quality of life becomes immense. A work-related

SECTOR: ECONOMICS

ISSUE: Employment--Availability

- Standards
- Objective Data
- Subjective Data

<u>B₁ Basic Need/Threshold</u>	<u>B₂ Security</u>	<u>B₃ Equal Access</u>	<u>B₄ Ability to Influence</u>
• <u>Comprehensive Employment and Training Act of 1973</u> - Sets standards of 6.5% unemployment which can be inferred as the intolerability threshold (B-1-F-G1-3-1-Y-Y)	• <u>Comprehensive Employment and Training Act of 1973</u> - Provides assistance to areas of 100,000 or more when unemployment threshold is reached (B-2-F-G1-3-1-Y-Y)	• <u>Title VI Civil Rights Act of 1964</u> - Prohibits employment discrimination (B-3-F-G1-3-1-Y-Y)	• <u>Equal Employment Opportunity Act of 1972</u> - Provides direct contact to courts (B-4-F-G1-3-4-Y-Y)
• <u>Employment Act of 1946</u> - Establishes general employment goals (B-1-F-G1-1-7-N-N)	• <u>Emergency Jobs and Unemployment Assistance Act of 1974 (Amended Title VI of CETA)</u> - Provides funding for public service jobs (B-2-F-G1-3-1-Y-Y)	• <u>Equal Employment Opportunity Act of 1972, Title VII--Executive Order 11246</u> - Prohibits employment discrimination and provides for affirmative action programs (B-3-F-G1-3-4-Y-Y)	• <u>Comprehensive Employment and Training Act of 1973</u> - Provides for continued research in expanding work opportunities and assuring access to those for all who desire it (B-4-F-G1-1-7-N-N)
• <u>Fair Labor Standards Act</u> - Restrictions on the employment of child labor--generally 16 years of age (B-1-F-G1-3-1-Y-Y)	• <u>Wagner-Peyser Act of 1933</u> - Established state employment agencies (B-2-F-G1-1-7-Y-Y)	• <u>Age Discrimination Act of 1967</u> - Prohibits employers of 25 or more persons from discrimination against persons aged 40-65 years (B-3-F-G1-3-1-Y-Y)	• <u>National Commission for Manpower Policy</u> - Examines policies of manpower services in order to suggest ways of dealing with unemployment more effectively (B-4-F-G1-1-7-N-N)
	• <u>Social Security Act, 1971 Amendments</u> - Established work incentive program (WIN) to help AFDC recipients move quickly into appropriate work (B-2-F-G1-1-7-N-Y)		
	• <u>Job Corps</u> - Program for job training and placement for youth (B-2-F-G1-1-7-N-Y)		
	• <u>Vietnam-era Veteran Re-adjustment and Assistance Act of 1972</u> - Mandates Federal contractors to list job openings with local employment service agencies with special emphasis on selling jobs with Vietnam-era and disabled veterans (B-2-F-G1-3-1-Y-Y)		

SECTOR: ECONOMICS

ISSUE: Employment--Availability (continued)

^{B₁} Basic Need/Threshold	^{B₂} Security	^{B₃} Equal Access	^{B₄} Ability to Influence																
* <u>Bureau of Labor Statistics</u> - City, county, state and national unemployment statistics 9.0% California (Dec. 1974) 9.1% San Francisco County (Dec. 1974) 6.5% National	* <u>Department of Labor Annual Report 1973</u> - Statistics on number of jobs provided through programs with number of persons potentially eligible for programs <u>WIN Program FY73</u> 1,280,000 registered 525,000 appraised 142,000 placed in unsubsidized employment <u>U.S. Employment Service FY73</u> - More than 4.5 million job placements - Veterans 1/5 - Minority group 33% - Poor persons 29% 2.2 million agricultural placements 395,000 Vietnam-era veterans	* U.S. Department of Labor Statistics on unemployment by age, sex, race - 1973 unemployment rate by sex and color <table> <tr> <th></th><th>All White</th><th>Negro</th><th>Others</th></tr> <tr> <td>Males</td><td>4.1</td><td>3.7</td><td>7.6</td></tr> <tr> <td>Females</td><td>6.0</td><td>5.3</td><td>10.5</td></tr> <tr> <td>Total</td><td>4.9</td><td>4.3</td><td>8.9</td></tr> </table> * <u>Manpower Program Digest Nov. 1974</u> - Unemployment rates: - young veterans (20 to 24) = 11% - minority veterans = 23.2% * <u>Manpower Administration</u> - As of November 1974, 123 Indian prime sponsors have been approved under Title II of CETA		All White	Negro	Others	Males	4.1	3.7	7.6	Females	6.0	5.3	10.5	Total	4.9	4.3	8.9	* Cases in which the courts have ruled practices discriminatory
	All White	Negro	Others																
Males	4.1	3.7	7.6																
Females	6.0	5.3	10.5																
Total	4.9	4.3	8.9																

+ University of Michigan ISR

How do you feel about your chance of getting a good job if you went looking for one?

SECTOR: ECONOMICS

ISSUE: Employment--Availability

^{N₁}
Basic Need/Threshold

^{N₂}
Security

^{N₃}
Equal Access

^{N₄}
Ability to Influence

• Labor Management Reporting
and Disclosure Act

- Enforces and secures voluntary compliance in connection with union activities, employee welfare and pension plan disclosures

(N-2-F-CI-3-1-Y-Y)

• National Labor Relations
Act

- Provides bargaining agreements for union employees

(N-4-F-CI-3-1-Y-Y)

• Labor Management Reporting
and Disclosure Act

- Provides assistance in improving labor-management relations

(N-4-F-CI-1-7-N-N)

identity is assumed to be common for most working people and a lack of one can have a profoundly detrimental effect on those who are unemployed.

The search for standards relating to this sector focussed on basic federal legislation for employment availability. Since this sector is of such basic concern, numerous standards are known to exist at all levels: federal, state and local. It was impossible to include all relevant standards and, therefore, it was decided to focus on the federal legislation considered to be fundamental to all other relevant standards.

B₁ Column - Basic Need/Threshold

The conceptual definition of employment availability (as inferred from existing standards) is unemployment level, both for society as a whole and for specific groups within society. In attempting to define the basic threshold level (B₁), we asked, At what point is the level of unemployment viewed as unacceptable? Legislation establishing standards for minimum unemployment threshold levels is discussed below.

The most significant federal standard defining the threshold level is contained within the Comprehensive Employment and Training Act of 1973 (CETA). CETA provides assistance for areas of 100,000 or more having a rate of unemployment equal to or in excess of 6.5 percent for three consecutive months. Since this Act sets a rate of 6.5 percent unemployment to obtain assistance, we infer that this rate defines the intolerability threshold. This standard is quantitatively operational in that the threshold is based on a measurement of objective conditions.

Data for measurement of the objective conditions is available from the Department of Labor. Types of relevant statistics regularly collected

include:

- Percent national unemployment
- Percent state unemployment
- Percent county unemployment

These statistics, which are utilized by the Department of Labor to define objective conditions of unemployment, in fact exclude a number of categories of unemployed persons. The Department of Labor bases the unemployment rate on the number of people in the civilian labor force. This figure does not, however, include civilians under sixteen years of age, persons doing less than fifteen hours of work per week, seasonal workers who were temporarily working and who thus were not counted as unemployed, as well as those who did not report that they had made specific efforts to find a job within the previous four weeks. A subemployment index based on underemployment, such as the one developed by Labor Secretary Wirtz in 1966, would be a much better indicator of objective conditions. This index included individuals whose earnings were below the poverty level as well as those who had been discouraged into dropping out of the labor force or who were working only part-time when they actually desired full-time work. Comparing the statistics based on Wirtz's index with the figures based on the Department of Labor's unemployment categories, it becomes obvious that the intolerability threshold of 6.5 percent unemployment, does not truly reflect actual conditions of employment availability as it relates to an individual's basic needs.*

The Emergency Jobs and Unemployment Assistance Act of 1974 (EJUA) changed the established threshold level in that it allocates a portion of funds for securing public service jobs on the basis of 4.5 percent

* William J. Spring, "Underemployment: The Measure We Refuse to Take," New Generation, 53,1 (Winter 1971).

unemployment in an area. This certainly is an example of a change, at least a temporary one, in a threshold level during a period of unusual stress. But since the rationale for this change seems to be one of preventing areas with lower unemployment rates from reaching the established intolerability threshold and since most of the funds are still allocated on the basis of 6.5 percent unemployment, this Act is listed in the security section of the matrix, rather than the basic need/threshold (B₁) column.

A second standard in the basic need/threshold column, the Employment Act of 1946, is also relevant to employment availability. This federal legislation mandates that the President will, at the beginning of each session in Congress, set levels of employment production, and purchasing power that can be met in the United States to maintain and foster a free competitive enterprise and general welfare. Unlike the Emergency Jobs and Assistance Act, however, the Employment Act of 1946 is not an operational one; rather, it sets descriptive goals but does not attempt to specify thresholds or measurement of goals.

The last standard listed at the threshold level is the Fair Labor Standards Act which sets restrictions on the use of child labor. This Act is operational in that there are direct measures of violations of employment restrictions on youth under sixteen years of age. Systematic data regarding this standard is collected, and remedial action is mandated when the standard is not met.

The subjective conditions of this sector are reflected in public attitudes towards job availability and unemployment. Sample survey data concerned with attitudes of individuals toward their ability to find a job that will fulfill the basic needs are relevant. (It seems likely that the subjective conditions would be found similar to the data reflected by the Wirtz index). Indirect measures of subjective

conditions may also be useful as, for example, accounts of attempts by organized groups to make the government more responsive to employment attainment.

B₂ Column - Security

The next column in the matrix is concerned with basic security needs (B₂). In attempting to define these needs, we view security as it relates to the standards at the basic threshold level. The question asked is - What insures us that the minimum threshold levels enacted by the standards will be met?

The first act found relevant is the most recent one, the Emergency Jobs and Unemployment Assistance Act (EJUA) which created a new Title VI of CETA. The main purpose of CETA is to establish or provide programs that will insure job training and employment opportunities "for economically disadvantaged, unemployed, and underemployed persons, and to assure that training and other services lead to maximum employment opportunities and enhance self-sufficiency by establishing a flexible and decentralized system of federal, state, and local programs." The security question is answered by the mandate that such programs are to be provided when the threshold level is reached.

The temporary EJUA program is more specific and is designed to have an immediate impact at the local level by reducing high unemployment rates. This program makes funds available for public service jobs. These funds must be used within a specific limited time period ending June 30, 1975. The trigger points for funding are

as follows:

Of the funds which will be appropriated among eligible applicants (prime sponsors^{*}) ninety percent will be distributed according to the following basic formula:

- Fifty percent in proportion to each area's share of unemployment as compared to the number of unemployed persons in the entire nation
- Twenty-five percent in proportion to an area's share of unemployment in excess of 4.5 percent
- Twenty five percent to be distributed among areas of substantial high unemployment, which would be an unemployment rate of at least 6.5 percent for three consecutive months.

The remaining ten percent of funds is to be used by the Secretary of Labor for specific problems.

The impact of both CETA and EJUA can be measured directly by the number of jobs provided and the resultant effect on the overall unemployment rate. However, the standard provides security only for a finite number of jobs; it does not actually provide security that enough jobs will be created to lower the unemployment rate to or below 6.5 percent. Additionally, the EJUA Act is a temporary program, not to exceed twelve months. It is assumed that if unemployment rates are still above 6.5 percent at the end of twelve months, legislation will be enacted either to extend this program and/or to create a new program.

* "Comprehensive Employment Assistance Act of 1973." A prime sponsor can be a state, a unit of general local government with a population of 100,000 or more persons, any combination of units of general local government having a population of 100,000 or more, or any unit of general local government, without regard to population, which is determined by the Secretary of Labor (1) to serve a substantial portion of a functioning labor market area or (2) to be a rural area with a high level of unemployment and a demonstrated capability of carrying out an assistance program as effectively as the state

The Wagner-Peyser Act of 1933 also sets security standards by providing for employment services. The U.S. Employment Service is designed to furnish placement, counselling, industrial, and labor services. It sets goals for increased job placements but does not seem to set any thresholds of intolerability. The objective conditions of the security provided by this service can be obtained by direct measure of the number of jobs provided as a percent of the potential number of people eligible for employment services (possibly the target population includes everyone who is unemployed).

Other federal legislation provides security that employment opportunities will be made available to specific groups within the population. In addition to the programs listed on the matrix (WIN, Job Corps, Vietnam-era veterans), EJUA and CETA give special consideration to certain groups. EJUA's general requirements for all applicants are that they must be experienced workers who have exhausted all unemployment benefits or are ineligible for these and, also, who have been jobless for fifteen weeks or longer.

Both CETA and EJUA give special consideration to those unemployed persons who served in the Armed Forces in Indochina or Korea on or after August 5, 1968 in filling transitional public service jobs; persons who received dishonorable discharges are excluded. The goal of the Veterans Action Plan, 1975, is a total of one million placements, with targets for the following public agencies:

- By state employment services, 333,000
- Through the National Alliance of Businessmen, 200,000
- In the federal government, 70,000.

Some CETA funds are provided to create additional manpower services for certain groups who need to be employed but who have particular difficulty obtaining employment. These groups include youths, offenders,

persons of limited English-speaking ability, and older workers.

Examples of other relevant programs are Indian manpower programs for Indian and Alaskan native communities where serious unemployment, along with economic hardships, exist. The Migrant and Seasonal Farmworker Manpower Program provides assistance where "chronic seasonal unemployment and underemployment in the agricultural industry exist." Youth programs and other special programs provide part-time employment, on-the-job training, and useful working experience for: (1) students from low-income families who are in the 9th through 12th grades of school or who are of an equivalent age and in need of income to permit them to resume or maintain attendance in school; and (2) unemployed or underemployed, or low-income persons age sixteen and over.

The objective conditions for all of the above programs can be measured by the number of jobs provided as a percent of the target population.

The subjective conditions of security can be found in public attitudes towards security both in finding and keeping employment that fulfills the basic needs. The question, "How do you feel about the pay and fringe benefits you get and security of your job?", from the Institute for Social Research study on the quality of life, serves as an example of an attitudinal research question. Unfortunately, this particular question is triple barreled and refers to security as well as quality of present employment. Attitudinal questions or scales concerned only with employment security would be more appropriate.

B₃ Column -- Equal Access

The next column in the matrix, basic equal access (B₃), relates back to security. The question asked is, "What insures that all persons have equal access to the employment opportunities provided?" The forerunner of federal legislation that insures to some degree equal access to

employment without fear of discrimination is the Civil Rights Act of 1964. This Act prohibits discrimination because of race, color, religion, sex, or national origin "in any term, condition, or privilege of employment." Although the Civil Rights Act set the intolerability threshold for equal access, it did not set up a means for assessing when a threshold was reached, except through specific court actions.

The Equal Employment Opportunity Act of 1972 greatly strengthened the powers and expanded the jurisdiction of the Equal Employment Opportunity Commission in enforcing the Civil Rights Act. As amended, Title VII now covers:

- All private enterprises employing fifteen or more persons
- All educational institutions, public and private
- State and local governments
- Public and private employment agencies
- Labor unions with fifteen or more members
- Joint labor-management committees for apprenticeship and training

The method of assessing when the intolerability threshold for equal access is reached is based on direct measures such as number of employees within specific job categories by sex and race as well as court decisions. In cases where an employer feels that direct measure does not reflect the requirements of a specific job, a technical validation procedure is required. Another relevant act is the Age Discrimination in Employment Act of 1967. This Act prohibits employers of twenty-five or more persons from discriminating against persons forty to sixty-five years for any job because of age. Direct measures such as the ages of new employees as well as ages of employees laid off can be used for assessing when this threshold is reached, although there appears to be no requirements for systematic collection of data.

The objective conditions of basic equal access can be observed in Bureau of Labor Statistics figures on unemployment by age, sex, and race. the statistics listed on the matrix show that unemployment is higher for both females and non-whites. Additionally, it can be observed that non-white females have the highest unemployment. If one considers the method of computing unemployment rates (discussed previously in the basic needs/threshold section), it is quite likely that the true unemployment rates for females and non-whites are actually higher than those reflected in the Bureau's statistics.

The subjective conditions of basic equal access can be found in public attitudes towards discrimination in employment opportunities. Questions such as the following would be appropriate:

- Do you feel that individuals are usually hired for a job because of their ability to perform the work well?
- Do you feel that all applicants for a job are given an equal chance?

B₄ Column -- Ability to Influence

The last column in the basic needs matrix is concerned with ability to influence (B₄). This need level is viewed in relation to all three previous levels: threshold, security, and equal access. The question asked is, "What ability do individuals have to influence standards at the other levels?"

The most relevant act is the Equal Employment Opportunity Act, as amended in 1972. This Act allows discrimination charges to be filed by organizations on behalf of aggrieved individuals, as well as by employees and job applicants themselves. EEOC has direct contact now with the courts. The federal government has established litigation centers in five regions to provide more rapid and effective court action. The courts

may enforce specific affirmative actions by numerical hiring promotional goals. Action under all these laws on behalf of individuals or groups may be taken to court by individuals, private organizations, trade unions, and other groups. When a discrimination charge is filed against an employer, it is up to the employer to prove that the discrimination is not occurring.

Other federal legislation showing a concern with this need is again found in CETA which provides for continued research in expanding work opportunities and in assuring access to work for all who desire it. Additionally, the National Commission for Manpower Service was established to examine the policies of manpower services in order to suggest ways and means of dealing with unemployment more effectively.

Other standards concerned with the ability to influence employment availability are related directly to the political sector. The right of citizens to vote, to lobby, and to be participants within the decision-making process are all means which individuals can use to influence employment availability.

The objective conditions of the basic ability to influence can be observed somewhat by researching court cases that have involved discrimination charges. Examples of such cases include: *Newton v. Anaconda Aluminum Co.*; *U.S. v. Virginia Electric Power Co.*; *Robinson v. Lorrillard Corp.*; *U.S. v. Household Finance Corp.*; *Schultz v. Wheaton Glass Co.*, *Madlock v. Sardis Luggage Co.*; and *U.S. v. Libbey-Owens Ford Co., Inc.*

The subjective conditions of the basic ability to influence are again reflected in individual attitudes. Sample survey data of responses to the following types of questions would be appropriate:

- How do you feel about the amount of influence you can have in finding a job?
- Do you feel that you can have any influence in setting standards for employment opportunities?

- Do you feel that there is any place you can go to for help if you have trouble finding a job?

H₁ Column -- Higher Threshold Level

In attempting to find policy level indicators of thresholds at the higher needs levels, we were concerned with employment availability at a level beyond that of only acquiring a job. At the higher threshold level, employment availability becomes concerned with the quality of the job itself; the quality of working conditions is viewed as a separate circumstance. Through work, many higher needs can conceivably be met: ego needs, social needs, and self actualization needs. Therefore, the definition of employment availability becomes the availability of "good" or "meaningful" employment which could fulfill the above needs.

Within the course of our study, we did not find policy level standards relating to the higher threshold level of employment availability. Possible reasons for this gap include, first, a problem with our definition of higher level employment needs since terms such as "good" and "meaningful" are so value-laden. Second, it is possibly due to the matrix categorization and to overlaps with other sectors. Finally, there may not, in fact, be any thresholds set at the higher needs level. Since we have been able to find indicators of both objective and subjective conditions, however, it seems likely that the problem is not with the matrix or our definition, but is due to a gap at the policy level.

The objective conditions of the higher threshold level exist in data concerned with employee satisfaction/dissatisfaction. Data concerned with responses to questions whether the respondents would choose the work they now do if they could start over again is relevant. The subjective conditions can be determined by data that reflects the desire for employment to be satisfying.

H2 Column -- Higher Security

The higher security level relates back to the higher threshold level and is concerned with assurance that the standards at the policy level will be met. Since we were unable to find standards at the threshold level, it does not seem surprising that we were unable to find standards relating to higher security, although, again, we can find indicators of the objective conditions.

The objective conditions of security can be viewed in statistics showing unemployment rates for specific occupations, as, for example, the number of teachers or physicists unable to find work within their profession. The subjective conditions of higher security can be determined by analyzing results of attitudinal questions concerning respondents' ability to find employment that could meet higher needs. The question, "How do you feel about your chance of getting a good job if you went looking for one?", from the Institute for Social Research quality of life study, is appropriate.

H3 Column -- Higher Equal Access

The ability to have equal access to higher level employment opportunities is the concern of this part of the matrix. The inability to find standards relating to higher equal access seems to be related to the idea that equal access is such a basic concern that there are not separate standards relating to it at a higher level. The standards listed at the basic level actually are in effect at the higher level also.

The objective conditions of higher equal access are probably best viewed in statistics concerned with employment broken down by sex, race, and age.

The subjective conditions would be reflected in attitudes towards the ability to secure higher level jobs broken down by the same factors.

H4 Column -- Higher Ability to Influence

The higher ability to influence is viewed in relation to an individual's ability to influence the previous higher level standards. Even though there are not actual standards at the other levels, there do appear to be some standards at this level.

Title VII of Public Law 92-854 requires annual employee performance evaluation in all companies having twenty-five or more employees, as well as government contractors and government agencies.

The National Labor Relations Act which provides for bargaining agreements for union employees also sets a standard at this level. Both of the above Acts give individuals some ability to influence the quality of employment.

There is one sector which is generally thought to be closely related to the higher levels of employment availability, namely, education. If we were to adhere to the assumption that higher education and, thus, more professional types of jobs, are related to higher levels of employment satisfaction, we could find in education legislation additional policy level standards for the ability to influence, specifically, legislation concerned with compulsory education to age sixteen, equality in education, and the availability of federal funds for compensatory and continuing education.

The objective conditions of the ability to influence can be found in statistics relating to unionization and demands met through unions. Additionally, information concerned with informal lines of communication involving the availability of good jobs is applicable.

The subjective conditions of the ability to influence are reflected in individuals' attitudes towards their ability to influence the attainment of a good job.

ECONOMICS SECTION

ISSUE: Personal Income

- Income level
- Opportunity for credit

B₁ Basic Need/Threshold

Concern: What are the present indicators that insure people an adequate income when needed?

• Poverty Threshold

1974 OEO Poverty Guidelines-Revised annually or sooner if feasible and desirable

Family Size	Non Farm	Farm
1	\$2,330	\$1,980
4	4,550	3,870
7	6,770	5,750

(B1-F-G13-3-1-N-Y)

• Eligibility for Unemployment Insurance by State

- Maximum amount payable in California is 26 times the weekly benefit

(B1-F5-G3-1-Y-Y)

• Eligibility for Supplemental Social Security

	Single	Couple
Assets:	\$1,500	\$2,250 ¹
Income:	390	585 ²
	1,680	2,520 ³

Blind, disabled, aged (over 65 years)

¹(excluding home, home goods, and insurance valued less than \$1,500)

²Maximum quarterly

³Maximum yearly

Payment per Month

\$140 - Single
\$210 - Couple

(B1-F51-G1-3-3-Y-N)

B₂ Security

Concern: What measures provide security that the minimum will be met?

• Social Security Act

(Supplemental)

- Guaranteed income for aged, blind and disabled
- Pension benefits for persons who paid into Social Security
- Guaranteed cost of living increases in Social Security benefits when Consumer Price Index exceeds 3 percent
- AFDC (aid to families with dependent children

(B2-F51-G1-3-7-N-Y)

• FJUA-Emergency Job Unemployment Assistance Act of 1974

- Established employment programs for 1 year in needed areas. Also extends unemployment insurance benefits. Maximum salary \$10,000

• CETA-Comprehensive Employment Training Act of 1973

- Provides assistance in establishing public service programs when unemployment exceeds 6.5 percent in a populated area of 100,000 or more

(B2-F51-G1-3-1-N-Y)

B₃ Equal Access

Concern: To what portion of the population are the assurances of adequate income applicable?

• Civil Rights Act

Titles VI and VII

- Prohibits employment or any other kind of discrimination because of sex, creed, religion, national origin or color

(B3-F-G1-7-Y-N)

• Age Discrimination in Employment Act of 1967

- Promotes the employment of the older worker based on ability rather than age. Prohibits age discrimination for most individuals who are at least 40 but less than 65 years of age

(B3-F-G1-7-Y-N)

• Equal Pay Act of 1963

- Prohibits pay discrimination on the basis of sex. Only applies to employees subject to the minimum wage

(B3-F-G1-3-7-Y-N)

• Economic Opportunity Act of 1964 - Job Corps

- Must be at least 14 but not yet 22 years at time of enrollment
- Low income individual or member of low income family
- Living in a cultural deprived environment or in a disruptive home life
- Must be free of medical and behavioral problems

(B2-F51-G1-3-1-Y-N)

B₄ Ability to Influence

Concern: To what degree is the individual or group of individuals able to influence the minimum thresholds in providing a needed income?

• National Labor Relations Act

- Any individual or group of employees may present grievances directly to the employer providing the bargaining representative has been given the opportunity to be present

(B4-F-G1-3-7-Y-N)

• Private Pension Plans

• Courts

ECONOMICS SECTION

ISSUE: Personal Income (continued)
- Income level
- Opportunity for credit

<u>B₁ Basic Need/Threshold</u>	<u>B₂ Security</u>	<u>B₃ Equal Access</u>	<u>B₄ Ability to Influence</u>																																	
	• <u>Food Stamp Act (1964)</u> Secretary of Agriculture semi-annual maximum allowable monthly income, January 1975: <table><tr><th>House- hold Size</th><th>Maximum Allowable Income</th><th>Food Stamp Allot- ment</th></tr><tr><td>1</td><td>\$ 194</td><td>\$0 to \$46</td></tr><tr><td>2</td><td>280</td><td>NA</td></tr><tr><td>3</td><td>406</td><td>NA</td></tr><tr><td>4</td><td>513</td><td>NA</td></tr><tr><td>5</td><td>606</td><td>NA</td></tr><tr><td>6</td><td>700</td><td>NA</td></tr><tr><td>7</td><td>793</td><td>NA</td></tr><tr><td>8</td><td>886</td><td>\$266</td></tr><tr><td>9</td><td>959</td><td>NA</td></tr><tr><td>10</td><td>1032</td><td>NA</td></tr></table> (B-2-F-G3-3-1-N-W) Counties apply to the State Department of Social Services to operate a Food Stamp Program (B-2-F-G1-1-7-N-W)	House- hold Size	Maximum Allowable Income	Food Stamp Allot- ment	1	\$ 194	\$0 to \$46	2	280	NA	3	406	NA	4	513	NA	5	606	NA	6	700	NA	7	793	NA	8	886	\$266	9	959	NA	10	1032	NA	• <u>Economic Opportunity Act of 1964 - Title IV</u> - Provides management assistance and loans up to \$25,000 with a maxi- mum maturity of 15 years to low income persons for small business in urban and rural areas of high unemployment (B2-F-G1-3-1-Y-W) • <u>Indian Financing Act of 1974</u> - Provides capital on a reimbursable basis to help develop and utilize Indian resources to pro- mote a higher standard of living (B2-F-G1-3-1-Y-W)	
House- hold Size	Maximum Allowable Income	Food Stamp Allot- ment																																		
1	\$ 194	\$0 to \$46																																		
2	280	NA																																		
3	406	NA																																		
4	513	NA																																		
5	606	NA																																		
6	700	NA																																		
7	793	NA																																		
8	886	\$266																																		
9	959	NA																																		
10	1032	NA																																		
	• <u>Income Tax Laws</u> - Taxes figured according to income level, marital status and number of dependents (B2-FR-G13-3-1-Y-Y) • Grants to states for employ- ment compensation • <u>Federal States Unemployment Compensation Act of 1970</u> - Extended unemployment compensation (B2-FSRL-G13-1-N-Y) • <u>Emergency Unemployment Com- pensation Act of 1971</u> (voluntary state partici- pation only) - Provides further compen- sation for those who have exhausted their regular and extended compensation (B2-FSL-G1-3-1-N-Y) • <u>Economic Opportunity Act</u> - Job Corps \$35 per month allowance for all enrollees for first 6 months-not to exceed \$50 thereafter - Compensation benefits for disability or death for Job Corps enrollees. (Same as Grade GS2 federal employee) (B2-FSLR-G1-3-1-N-Y)																																			

ECONOMICS SECTOR

ISSUE: Personal Income (continued)

- Income level
- Opportunity for credit

<u>B₁ Basic Need/Threshold</u>	<u>B₂ Security</u>	<u>B₃ Equal Access</u>	<u>B₄ Ability to Influence</u>
	• <u>Pension Reform Act of 1973</u> - Provides protection against the loss of pension - Must be at least 25 or have 1 year of service to qualify (B2-F-G1-3-1-Y-W)		
	• <u>Disaster Relief Act</u> - Provides temporary assistance in the form of mortgage, etc. payments in financial hardship areas caused by a major natural disaster - Also provides assistance to those unemployed because of a major disaster (B2-FSRL-G3-1-6-N-W)		
	• <u>Trade Expansion Act</u> - Provides assistance to workers adversely affected by increased imports from foreign trade (B2-F-G1-1-6-N-W)		
	• <u>Snyder Act (PL 67-83)</u> - Provides assistance for living needs to needy Indians on reservations when assistance is not available from state or local public areas (B2-F-G1-3-1-7-N-W)		
	• <u>Fair Labor Standards Act of 1938</u> - Periodically changes the minimum wage level. Recent changes have occurred in 1968 and 1974. Present 1974 wage is \$2.10 per hour for non-agricultural employees and \$1.60 for agricultural workers (B2-F-G1-3-2-7-N-Y)		
	• <u>Emergency Employment Act of 1971</u> - Provides for public service programs when national unemployment exceeds 4.5 percent and 6 percent for local areas for three consecutive months (B2-F-S-L-G1-3-3-N-W)		
	• <u>California State Disability</u> - Provides financial assistance for loss of work due to sickness or injury (B2-S-G1-3-2-Y-W)		

SECTOR: ECONOMICS

ISSUE: Personal Income

B ₁ Basic Need/Threshold	B ₂ Security	B ₃ Equal Access	B ₄ Ability to Influence
* <u>Department of Labor Statistics</u> - Social Security Benefits of 29 million Americans are tied directly to the Consumer Price Index fluctuations * <u>Statistical Abstract of the U.S.</u> - In 1971, approximately 16.2% of all white families income level was below \$5,000 <u>1972 Statistics Economic Report to the President</u> * 11 percent below poverty level * 33 percent of female-headed households below poverty level * 6 percent were male * 53 percent of black female headed households below poverty level * 18.5 percent of population were 65 and over * Adjusted income levels by geographic area * Percent of full-time employed at less than poverty wages	* Average minimum wage increase for past five years <u>Statistical Abstract of the U.S. 1973</u> * Percent below low income level in 1969: - Alabama 22.1% - New York 11.5% * 13.3 percent of U.S. population receive one or more benefits * Average amount of benefits for retired is \$165.4 and for disabled \$197.3 (1973) * Amount of fiscal budget spent on social welfare * Average amount received for unemployment per state * Number of California citizens collecting disability --average amount received - Number turned down	* Number of Job Corps enrollees by SMSA * Percent of minorities on welfare * Percent minorities at minimum wage level <u>1974 Economic Report to the President</u> * 1969 average female annual salary was 62 percent of a male's average salary * 1973 average usual weekly earnings of male worker, 35-44 years with 12 years education - White male, \$231 - Black male, \$178 * <u>National Association of Counties Research Foundation</u> - For 1972, 12 percent of all families and 35% of all black families were headed by women	* Number of Job Corps trainees by age and sex per SMSA * Number of strikes per year based on cost of living increases per SMSA * Percent union employed * Percent of involuntary part-time employment
+ <u>University of Michigan ISR</u> - What do you have to pay for basic necessities?	+ <u>University of Michigan ISR</u> - How secure are you financially?	+ <u>University of Michigan ISR</u> - The usefulness, for you personally, of your education and abilities	+ <u>University of Michigan ISR</u> - Ability to influence minimum wage + How discouraged you are before negotiating for pay increases

ECONOMICS SECTOR

ISSUE: Personal Income

- Income Level
- Opportunity for credit

<u>H₁ Basic Need/Threshold</u>	<u>H₂ Security</u>	<u>H₃ Equal Access</u>	<u>H₄ Ability to Influence</u>
● <u>Consumer Price Index--1967</u> Base Year ("cost of living") <u>Bureau of Labor Statistics</u> - The official "market basket" of the Bureau of Labor Statistics which makes up the CPI covers 396 different types of goods and services put together in 1961-62 (H2-G3-3-1-N-N) ● <u>Bankruptcy Laws</u> (H1-F5-G1-3-1) ● <u>Eligibility for Credit</u> (i.e. Bank of America) ● <u>Eligibility for Loans</u> - FHA - Veterans loans - Conventional loans (General mortgage loans) To qualify for a loan a person must have worked for at least 1 year and have 1 year of residency in the same area. Amount of loan is usually 1/5 of gross income or 1/4 of net income (H1-L-NG2-3-1-N-N)	● <u>Equal Credit Opportunity Act</u> - Extended credit (H2-F-G1-3-1-7-Y-N) ● <u>Consumer Credit Protection Act of 1970</u> - Protects consumer by requiring full disclosure of the terms and conditions of credit transactions - Restricts the total garnishment of wages- only 25 percent - Restricts discharge from employment by reason of garnishment (H2-F-S-G1-3-1-7-Y-N) ● <u>Fair Credit Reporting Act of 1971</u> - Protects consumers against the circulation of inaccurate or obsolete information - Requires consumer reporting agencies to exercise responsibilities in a fair and equitable manner (H2-F-S-G1-3-1-7-Y-N) ● <u>Real Estate Protection Act of 1974</u> (H2-F-S-G1-3-1-7-Y-N) ● <u>Federal Depositors Insurance Corp.</u> (H2-F-G1-3-N-Y) ● <u>Union Contracts</u> - Escalator clause for cost of living increases ● <u>Severance Pay</u> - Private companies	● <u>National Labor Relations Act</u> - Provides for individual and collective bargaining for union workers ● Stock options for executives ● <u>Security Exchange Commission</u> - Rules and regulations concerning the issuing of new stocks	

ECONOMICS SECTOR

ISSUE: Personal Income (continued)

- Income level
- Opportunity for credit

<u>H₁ Basic Need/Threshold</u>	<u>H₂ Security</u>	<u>H₃ Equal Access</u>	<u>H₄ Ability to Influence</u>
<u>Bureau of Labor Statistics</u> * Paychecks for 5.1 million workers are covered by contracts with escalator clauses tied to the Consumer Price Index - Incomes of another 44 million are affected by movements in the index - Benefits of 2 million retired military personnel, federal civil service workers and survivors and 600,000 postal workers are affected by the index <u>Bureau of Labor Statistics</u> * A one percent increase in the index triggers a \$1 billion increase in incomes under escalator provisions alone * Per capita disposable income * Median family income + <u>University of Michigan, ISR</u> - How comfortable and well off you are	* Percent with garnished wages per SMSA * Number of credit card applications refused per SMSA	* Number of loans received in 1973 by minorities per SMSA * Number of loans made to Indians * Percent of minorities in professional positions * Gini Coefficient	* Cost of living raises for federal employees * Pay levels by number of years of education + <u>University of Michigan, ISR</u> - Ability to influence your pay to meet higher needs - Educational opportunity
	+ <u>University of Michigan, ISR</u> - The pay and fringe benefits you get, and security of your job		

SECTOR: ECONOMICS

ISSUE: Employment--Quality

<u>B₁ Basic Need/Threshold</u>	<u>B₂ Security</u>	<u>B₃ Equal Access</u>	<u>P₄ Ability to Influence</u>
• <u>Fair Labor Standards Act of 1938</u> - Sets standards to protect against labor conditions detrimental to the maintenance of the minimum standard of living necessary for health, efficiency and general welfare (B-1-F-G1-3-1-Y-Y) • <u>Work Hours Act of 1962</u> - Sets standards of eight-hour work day and a 40-hour work week with overtime compensation of one- and a half times the basic rate of pay for work done in excess of 40 hours in one week for work done by laborers and others under contract by Federal government • <u>Occupational Health and Safety Act 1970</u> - OSHA has set standards that cover general industry, maritime and construction in order to provide a safe and healthful working environment (e.g. permissible noise exposures- 8 hour duration, 90 dBA) (B-1-F-G1-3-1-Y-Y) • <u>Federal Coal Mine Safety Act</u> - Sets standards to allow miners the opportunity to work underground during the entire adult working life without incurring disability from pneumoconiosis or other related diseases (B-1-F-G1-3-1-Y-Y)	• <u>Fair Labor Standards Act</u> - Provides for minimum wages - Premium pay for overtime (B-2-F-G1-3-1-Y-Y) • <u>Occupational Health and Safety Act 1970</u> - Through the Occupational Health and Safety Administration ensures safe and healthful working conditions (B-2-F-G1-3-3-Y-Y) • <u>Univ. of Michigan - ISR</u> - How do you feel about the pay and fringe benefits you get and security of your job?	• <u>Civil Rights Act Title VI and VII</u> - Prohibits discrimination in employment (B-3-F-G1-3-1-Y-N) • <u>Equal Pay Act of 1963</u> - Prohibits employers using federal monies from discriminating on the basis of sex in the payment of wages for equal work (B-3-F-G1-3-1-Y-Y)	• <u>OSHA Office of Research</u> - Developing department-wide plan and coordination mechanism for research on quality of employment (B-4-F-G1-1-7-N-N)

SECTOR: ECONOMICS

ISSUE: Employment--Quality (continued)

<u>B₁ Basic Need/Threshold</u>	<u>B₂ Security</u>	<u>B₃ Equal Access</u>	<u>B₄ Ability to Influence</u>
* Department of Labor Statistics on occupational injuries and illnesses--by industry and incidence rate	* Department of Labor Annual Report for 1973 - Statistics on number of inspections and violation <u>OSHA-FY73</u> 47,595 inspections 31,379 first time 9,136 repeat 7,080 follow-up Total of approximately 12 million employees whose work places have been inspected	* Department of Labor Annual Report for 1973 - Statistics on wages by sex Under Equal Pay Act, 29,618 employees found underpaid in 1973	
+ <u>University of Michigan</u> <u>ISM</u> - How do you feel about what it is like where you work--the physical surrounding, the hours, and the amount of work you are asked to do?			
+ <u>University of Michigan</u> <u>ISM</u> - How do you feel about the work you do on your job--the work itself? What about the things you have available for doing your job--I mean equipment, information, good supervision, and so on?			

SECTOR: ECONOMICS

ISSUE: Employment--Quality

H₁ Basic Need/Threshold

H₂ Security

H₃ Equal Access

H₄ Ability to Influence

• National Labor Relations Act

- Provides bargaining agreements for union employees

(H-4-F-G1-3-1-Y-Y)

• Title VII, Public Law 854 Revised Executive Order

- Requires annual employee performance evaluation

(H-4-F-G1-3-1-Y-Y)

* Satisfaction/Dissatisfaction Data

* Department of Labor unemployment statistics by occupation

ECONOMIC SECTOR - Bibliography

California Employer published quarterly by the California Employment Development Department, Health and Welfare Agency, Volume 28, Number 2 (December 1974).

City of San Jose, "Affirmative Action Plan, 1973."

Committee on Education and Labor, House of Representatives, "Federal Labor Laws," committee print, 88th Congress, 1st Session, April 1963.

Committee on Labor and Public Welfare, United States Senate, "Legislative History of the Fair Labor Standards Amendments of 1966," committee print prepared for the Subcommittee on Labor, 90th Congress, 2nd Session, June 1968.

Committee on Ways and Means, House of Representatives, "Compilation of Social Security Laws, Volume I," House of Representatives Document No. 93-117, Vol. I, 93rd Congress, 1st Session, 1973.

"Economic Report of the President," transmitted to the Congress (February 1974).

Executive Office of the President, Office of Management and Budget, "Statistical Reporter," Number 75-6 (December 1974).

"Manpower Report of the President," transmitted to the Congress (April 1974).

National Association of Counties Research Foundation, "County Manpower Report," Volume 3, Number 6, Washington, D. C. (December 1974).

U. S. Department of Health, Education and Welfare, "HEW Newsletter," Number 126 (March 1975).

_____, "Guides for Day Care Licensing," DHEW Publication No. (OCD) 73-1053, Office of Child Development, Bureau of Child Development Services.

_____, "National Assessment and Social Indicators," DHEW Publication No. 73-11111, National Center for Educational Statistics, Office of Education, Education Division (January 1973).

_____, Social Security Bulletin, Volume 35, Number 12, Social Security Administration (December 1972).

U. S. Department of Labor, "Sixty-First Annual Report, Fiscal Year 1973."

_____, "Major Programs, 1974," Bureau of Labor Statistics (1974).

_____, "Survey of Working Conditions," a final report from the Survey Research Center, University of Michigan, published by the Employment Standards Administration (August 1971).

_____, "Federal Labor Laws and Programs," Bulletin 262, Division of Employment Standards, Employment Standards Administration (Revised, September 1971).

_____, "Laws on Sex Discrimination in Employment," Women's Bureau, Employment Standards Administration (Reprinted May 1973 with new appendixes).

_____, "Manpower Program Digest," Volume VI, Number 8, Manpower Administration (22 November 1974).

_____, "Unemployment Insurance Statistics," Manpower Administration (November 1974).

2. Health

Because of its overall importance to quality of life, health is presented as a sector. Within this sector, the issues of health care and nutrition have been selected. The concerns related to the issues of health care and nutrition have been defined as follows:

- | | |
|---------------|--------------------|
| • Health Care | Availability |
| | Quality |
| • Nutrition | Minimum Daily Diet |

Availability considers number of facilities, distribution of health personnel, as well as accessibility. Quality encompasses minimum performance standards, types of available services, and licensing criteria.

A number of health standards initiated at the federal level apply nationwide, particularly in nutrition where a minimum daily dietary allowance has been established for various subpopulations (males, females, children, infants, and pregnant and lactating women). Health care, both quality and availability, however, is more a local or regional issue, with standards formulated at these levels. For purposes of this discussion, the issue area of nutrition has been selected for more detailed review to demonstrate how the matrix approach can be applied for analysis.

Nutrition is basic to health and for this reason is selected as a representative issue for the health sector. The nutrition area may also furnish an indicator of a federal policy which stresses a remedial approach to QoL rather than a preventive one, for as now constituted federal nutrition policy, except for the WIC Program (Special Supplemental Food Program for Women, Infants and Children), does not link malnutrition to general health problems.

The concept of nutrition means not only an intake of sufficient and appropriate food substances for basic health but also includes the

SECTOR: HEALTH
ISSUE: NUTRITION

B₁ Basic Need/Threshold
Concern: Does the program provide a minimally adequate diet?

- Recommended Daily Dietary Allowances (RDA), 1974 (Food and Nutrition Board); (NAS-NRC)
 - Designed for the maintenance of good nutrition of practically all healthy people in the USA.

(B-1-F-NG1-2-7-N-N)

• Malnutrition has been poorly defined and most studies of nutrition of Americans have been incomplete.¹

• "In America in 1974, a person should be considered malnourished if for economic or other reasons beyond his control he experiences repetitive periods of prolonged hunger even though his total intake of nutrients is sufficient to protect him from symptoms of deficiency disease."²

- Food Stamp Act (1964)
 - USDA Economy Food Plan Budget (1/3 of Poverty Income Level) provides minimum RDA.

(B-1-F-G3-2-7-N-N)

- USDA Food Consumption Survey, 1965-66: 2/3 households below \$3,000 had diets below RDA. 1/3 households had less than 2/3 RDA for one essential nutrient.³

• "The only solution is a just, dignified, guaranteed income maintenance program that ensures that no person lives without adequate income."⁴

B₂ Security
Concern: What measures provide security that the minimum will be met?

- Recommended Daily Dietary Allowances (RDA)
 - Used in School Lunch Program, the WIC Program, and nutrition projects funded by Older Americans Act.

(B-2-F-G3-2-7-Y-N)

- Food Stamp Act (1964)
 - Secretary of Agriculture semi-annual maximum allowable monthly income, January 1975:

Household Size	Maximum Allowable Income	Food Stamp Allotment
1	\$194	\$0 to \$16
2	280	NA
3	406	"
4	513	"
5	606	"
6	700	"
7	793	"
8	886	\$266
9	959	NA
10	1032	NA

(B-2-F-G3-3-1-Y-N)

- Counties apply to State Dept. of Social Services to operate a Food Stamp Program.

(B-2-F-G1-1-7-N-N)

- USDA statistics show March '73 to March '74 price of Economy Food Plan increased by 21.0 percent.

• The poverty line is particularly unresponsive to rapid rises in food and shelter costs.⁵

B₃ Equal Access
Concern: To what portion of the population are the assurances of adequate nutrition applicable?

- Recommended Daily Dietary Allowances (RDA)
 - Children in school lunch programs. Women, infants and children in WIC program. Persons over age 60 in participating agencies.

(B-3-F-G3-1-7-N-N)

- Food Stamp Act (1964)
 - Eligibility is defined on a household basis:
 - 1) share living quarters
 - 2) economic unit
 - 3) buy and prepare food together
 - If all members receive public assistance, household is eligible. For all other households, income standards apply.

(B-3-F-G3-3-3-Y-N)

- "... since January 1974, an estimated 30-45 million persons have been eligible for the program... but only an estimated 13.5 million participated as recently as March 1974."⁷

• "... food stamp certification offices should be open from ... 9 to 5 all weekdays... several evenings a week, and half a day on Saturday."⁸

- Standards
- Objective Data
- Subjective Data

B₄ Ability to Influence
Concern: To what degree is the individual able to obtain an adequate diet?

- Recommended Daily Dietary Allowances (RDA)
 - Revised periodically with new knowledge of nutritional needs.
- USDA Food and Nutrition Service
 - Monitors State administration of Federal nutrition programs (compliance with standards in regulations)

(B-4-F-NG1-2-7-N-N)

(B-4-F-G3-3-5-Y-N)

- Food Stamp Act (1964)
 - Federal mandate for outreach (nutrition education for poor); administered by counties.

(B-4-F-G3-1-7-N-N)

- Fair hearing procedure by State welfare department given within 60 days of request. Claimant receives food stamps at least until date of hearing, regardless of whether case is won or lost.

(B-4-F-G3-1-5-Y-N)

- "... total federal, state, and local expenditures for state and local outreach in FY 1973 amounted to only about \$130,000."⁹

• "USDA should be required to collect data... in order to facilitate the identification of areas where the program is failing and where some form of corrective action is needed."¹⁰

SECTOR: HEALTH
ISSUE: NUTRITION
(continued)

B ₁ Basic Need/Threshold	B ₂ Security	B ₃ Equal Access	B ₄ Ability to Influence
• <u>National School Lunch Act 1946</u> - Nutritional requirements: Type A lunch gives 1/3 RDA for 10-12 year old boys and girls: 1) 1 cup milk 2) 2 oz. lean meat/fish; or 2 oz. cheese or 1 egg or 1/2 cup cooked dry beans or 4 T. peanut butter 3) 3/4 cup vegetable or fruit 4) 1 slice bread (B-1-F-G3-3-5-Y-N)	• <u>National School Lunch Act 1946</u> - School is required to serve free lunches to needy children. - National average per lunch payment prescribed by USDA and revised semi-annually. - Income Threshold. Free lunches to needy children defined by Sec. of Agriculture's Annual Income Poverty Guidelines. (B-2-F-G3-3-2-Y-N)	• <u>National School Lunch Act 1946</u> - All children in a participating school. (B-3-F-G3-1-7-N-N) • 3,300,000 children, of whom roughly 2,000,000 are needy, attend schools which still refuse to participate.¹¹ • The fact that children of all economic levels may participate (in school nutrition programs) broadens the base of support and has probably helped more children to participate than an exclusive anti-hunger appeal could have achieved.¹²	• <u>National School Lunch Act 1964</u> - School must establish hearing procedure for eligibility appeals. - FHS review of state administration of program. - Child Nutrition Division may approve variations in Type A lunch where nutritionally sound and necessary to meet ethnic, religious, economic, or physical needs. (B-4-F-G3-1-5-Y-N) • <u>Special Food Service Program for Children</u> - Institution is required to establish hearing procedure for eligibility appeals. - State agency responsible for adequate program operations through administrative evaluations. (B-4-F-G3-2-5-Y-N) • <u>Special Food Service Program for Children</u> - Child-care institutions located in: 1) areas of poor economic conditions 2) areas with 50 percent working mothers. (B-3-F-G3-1-1-N-N) • <u>Special Food Service Program for Children</u> - Of more than 1.5 million poor children in day-care centers, only 195,000 were reached by the day-care program in FY 1973. Average daily attendance was 1,175,000.¹⁴ - Less than 16 percent of children who receive free and reduced lunch prices in the school year participate in the summer feeding program.¹⁵
• <u>Special Food Service Program for Children</u> - Prescribed components for: a) Breakfast b) Lunch/Supper c) supplemental food - Minimum quantities prescribed for: a) age 1 to 3 b) age 3 to 6 c) age 6 to 12 d) age 12 and over - No supplemental food if institution also operates Special Milk Program (B-1-F-G3-2-5-Y-N)	• <u>Special Food Service Program for Children</u> - Two policies for free meals: - Free meals to all; or - Paid, reduced price, and free meals. - Income Threshold: Free meals to needy children defined by Secretary of Agriculture's Annual Income Poverty Guidelines, plus consider number of children in family attending school or child-care center. (B-2-F-G3-3-2-Y-N)	• For day-care centers, the value of the program has been increasingly compromised by the extra-ordinary low reimbursement rates from limited funds.¹³	(B-4-F-G3-1-5-Y-N)

Reproduced from
best available copy.

SECTOR: HEALTH
ISSUE: NUTRITION

- Standards
- Objective Data
- Subjective Data

<u>1 Basic Need/Threshold</u>	<u>2 Security</u>	<u>3 Equal Access</u>	<u>4 Ability to Influence</u>
• <u>Child Nutrition Act (1966)</u> <u>Special Milk Program</u> - 1 cup milk per day (B-1-F-G3-1-7-Y-N)	• <u>Child Nutrition Act (1966)</u> <u>Special Milk Program</u> - School or institution required to serve milk free at least once a day to needy children. - Income Threshold: Needy children defined by Secretary of Agriculture's Annual Income Poverty Guide-line. - Reimbursement rates: 1) 1/3 pt./child/day w/food program 2) 1 pt./child/day w/o food program (B-2-F-G3-3-1-Y-N)	• <u>Child Nutrition Act 1966</u> <u>Special Milk Program</u> - All children in a participating school or child-care institution. (B-3-F-G3-1-7-N-N) • Oct. 1973: 8,900 schools with 2.6 million children did not participate.¹⁶ • The fact that children of all economic levels may participate (in school nutrition programs) broadens the base of support and has probably helped more poor children to participate than an exclusive anti-hunger appeal could have achieved.¹²	• <u>Child Nutrition Act 1966</u> <u>Special Milk Program</u> - School or institution must establish hearing procedure for eligibility appeals. - FNS review of state administration of program. (B-4-F-G3-2-5-Y-N)
• <u>Child Nutrition Act (1966)</u> <u>School Breakfast Program</u> - Nutritional requirements: - 1/2 pt. milk - 1/2 c. fruit or juice - 1 slice bread - (as often as practicable): 1 egg; 1 oz. meat, poultry, or fish; 1 oz. cheese; 2 T. peanut butter (B-1-F-G3-2-5-Y-N)	• <u>Child Nutrition Act (1966)</u> <u>School Breakfast Program</u> - School is required to serve free breakfasts to needy children. - National average per breakfast payment prescribed by USDA and revised semi-annually. - Income Threshold: Free breakfasts to needy children defined by Secretary of Agriculture's Annual Income Poverty Guidelines. (B-2-F-G3-3-2-Y-N)	• <u>Child Nutrition Act (1966)</u> <u>School Breakfast Program</u> - All children in a participating school. (B-3-F-G3-1-7-N-N) • Less than 3 percent of nation's 50 million school children receive school breakfasts. No more than 13 percent low-income children participate.¹⁷ • The fact that children of all economic levels may participate (in school nutrition programs) broadens the base of support and has probably helped more poor children to participate than an exclusive anti-hunger appeal could have achieved.¹³	• <u>Child Nutrition Act (1966)</u> <u>School Breakfast Program</u> - School must establish hearing procedure for eligibility appeals. - State agency responsible for adequate program operations, through administrative evaluations. (B-4-F-G3-2-5-Y-N) - USDA Child Nutrition Division may approve variations in food components of breakfasts where nutritionally sound and necessary to meet ethnic, religious, economic, or physical needs. (B-4-F-G3-1-5-Y-N)

NUTRITION continued

¹ Threshold	² Security	³ Equal Access	⁴ Ability to Influence
• <u>WIC Program</u> (Supplemental Food for Women, Infants and Children) (1972) • <u>Nutrition Threshold:</u> - Infants: - 100% RDA for protein, calcium, iron, and vitamin C - 90% RDA for vitamin A - 100% RDA for calories to 3 months; 75% RDA for calories 4 months to one year - Children, 1 to 4: - 100% RDA for protein, calcium, iron, vitamins A and C - 66% RDA for calories - Pregnant/lactating women: - 25% RDA for calories - 60-100% RDA for protein, calcium, iron, vitamins A and C (B-1-F-G-3-3-1-Y-Y) • <u>WIC Program</u> - Indicators of nutritional risk: - Women: - Known inadequate nutrition - Anemia - Prematurity or miscarriage - Inadequate growth - Infants and children: - Deficient growth - Anemia - Known inadequate nutrition (B-1-F-G-3-3-1-Y-Y) • "The death rate for low birth weight infants is 30 times greater than for babies weighing over 5.5 pounds at birth."¹⁸ + "When we speak of fetal and early infant malnutrition we are speaking ...of nothing less than wasted lives and lost potential...It is simply that the damage...can never be made up...The food dollars...we fail invest here cost the nation many times the value later on."¹⁹	• <u>WIC Program</u> - WIC is a pilot program, funded through FY 1973 - FHS selects eligible clinics which apply: - By demonstrated need for program - Ability to meet program goals (B-2-F-G-3-3-1-N-Y)	• <u>WIC Program</u> - Local health or welfare agencies eligibility: - Severity of health problems in area - % of low-income residents - Expertise and experience of clinic. - Eligibility of persons: - Must reside in approved project area - Also eligible for medical assistance determined to be at nutritional risk. (B-3-F-G-3-3-2-N-Y) • At least 4.6 million women, children and infants eligible; yet number served by WIC is less than .5 million. Supplemental food is available to barely 11 percent of those who need it.²⁰ + Eligibility for WIC should be on a more equitable basis.²¹ USDA should institute a national income eligibility floor similar to that for the child nutrition programs.²²	• <u>WIC Program</u> - Data collection required for evaluation of food intervention upon persons at nutritional risk. (B-4-F-G-3-1-5-Y-Y) - State agency shall establish a hearing procedure by which persons can appeal eligibility decisions. (B-4-F-G-3-2-5-Y-N)

NUTRITION

N₁ Threshold

- Older Americans Act
 - One hot meal/day, 5 or more days per week. Each meal must provide 1/3 RDA.

(B-1-F-G1-)-5-Y-N)

* 1/2 to 1/3 of deaths over 65 caused by malnutrition (estimate published in Growing Old in the Country of the Young, by Senator Charles Percy)

N₁ Security

- Older Americans Act
 - Nutrition Program for the Elderly
 - Funds allotted to any state for FY 1973 and 1974 to disburse as grants to agencies which carry out programs.

(B-2-F-G1-1-7-Y-N)

N₁ Equal Access

- Older Americans Act
 - Recipients of project grants or contracts who agree to carry out legislated program

(B-3-F-G1-1-7-N-N)

- Older Americans Act
 - Individuals age 60 or over who
 - Cannot afford to eat adequately
 - Lack skills to prepare meals
 - Limited mobility
 - Lack incentive to prepare and eat meals alone.

(B-3-F-G1-2-7-N-N)

N₁ Ability to Influence

- Older Americans Act
 - Outreach to assure maximum participation; evaluate effectiveness and feasibility of each project.

(B-4-F-G1-2-5-Y-N)

concept of a diet which gives a feeling of well-being; this would mean having a variety of food choices and the ability to select those which satisfy cultural or ethnic preferences.

Adequate nutrition is crucial to quality of life, and it has, furthermore, become a very critical issue of the day. If food price inflation has given the issue of food itself more than the issue of nutrition prominence, so it has also given publicity to the Food Stamp Program, whose basic Quality of Life indicators will be discussed.

The following discussion outlines standards and objective data as these appear from left to right across the needs matrix.

B₁ Column - Basic Need/Threshold

Two questions are posed in discussing B₁ indicators: What are the basic threshold indicators in federal nutrition programs, and, What are the assumptions of these standards, which we take to indicate a basic threshold level?

Five federal nutrition programs and the Food Stamp Program will be discussed. The food programs of the federal government were created by three legislative acts, the National School Lunch Act of 1946, the Food Stamp Act of 1964, and the Child Nutrition Act of 1966, as well as by later amendments to these acts.

The majority of federal food programs employ two basic threshold indicators to define minimum standards. These are the RDA (Recommended Dietary Allowance), a direct indicator of nutrition, and the Secretary of Agriculture's Income Poverty Guidelines which measure eligibility for receiving free meals, supplemental food, or free milk.

The RDA is the product of research by the Food and Nutrition Board of the National Academy of Sciences-National Research Council and

"is designed for the maintenance of good nutrition of practically all healthy people in the U.S.A."¹ It is revised periodically to incorporate new research in nutrition, and it is an aggregate figure not applicable to specific health or nutrition problems.

The Income Poverty Guidelines are issued annually by the Secretary of Agriculture and are based on income and family size as well as being "based on the previous year's poverty level adjusted for the year-to-year change in the Consumer Price Index."²

The National School Lunch Program regulations essentially base the Type A lunch pattern on the RDA, the lunch providing one third of the RDA for 10 to 12 year old boys and girls. The Lunch Program regulations furnish no guidelines as to what quantities will furnish minimum RDA to younger or older age groups, but the regulations do allow the state agency to recommend lesser portions to younger children and to encourage larger servings to older boys and girls. Regulations for the Special Food Service Program for Children, on the other hand, indicate minimum quantities for four different age groups: ages one to three; ages three to six; ages six to twelve; and age twelve and over. The same regulations do not, however, indicate the corresponding RDA that is provided in these differing quantities. The WIC Program regulations specify not only quantities but the RDA percentages the quantities will provide women, infants and children.

The School Breakfast Program serves three basic foods: one half a pint of milk, one half a cup of fruit or juice, and one slice of bread. Protein (one egg; one ounce meat, poultry or fish; one ounce cheese; or two tablespoons peanut butter) is to be served "as often as practicable" and is not a minimum component of breakfasts as in the lunches of the National School Lunch Program. School breakfasts do not explicitly provide minimum RDA, and, in fact, they may affect a child's carbohydrate-fat-protein balance by providing him too many carbohydrate calories.

The Special Food Service Program for Children specifies the kinds of meals (breakfast, lunch, supper, and supplemental food) which may be served, along with the kinds of foods for each meal and the recommended quantities for four different age groupings, but none of these quantitative or qualitative prescriptions is based upon RDA. Like the School Lunch Program, minimum amounts of component foods may vary according to the age range of participants³ but are not tailored to size, weight, or sex.

The basic threshold of the Special Milk Program is frequency, that milk must be served at least once a day free to needy children. It is not based upon a minimum nutritional threshold. The rate of reimbursement to schools for milk served free to eligible children also furnishes a threshold: reimbursement is for one half a pint/child/day in institutions which also provide a food service, and one pint/child/day in programs which do not offer a food service to children.⁴ In either case, it appears that a needy child will receive at least two cups of milk a day, assuming milk also comes with a free lunch or breakfast. Eight glasses of milk fulfill the MDR (Minimum Daily Requirement) for protein for children.

Nutritional guidelines for the WIC Program, a 1972 amendment to the Child Nutrition Act, explicitly state the percentage of RDA which the maximum monthly quantities of the "nutritionally desirable foods" selected by the USDA will provide to infants, to children of one to four years, and to pregnant or lactating women.

In addition to nutrition thresholds, all of the nutrition programs employ poverty income thresholds to determine eligibility for free and reduced price meals, or milk, or supplemental food. Schools which elect to participate in federal food programs are required to serve free meals to children from families whose income is at or below the applicable income level in the Secretary of Agriculture's Income

Poverty Guidelines.⁵ It is the school's responsibility to determine whether a child is entitled to a free meal. The methods for doing this are very complicated, and this requirement is often difficult to administer.

Following the annual issuance of the Secretary's guidelines, "Each State educational agency is required to prescribe income guidelines for both free and reduced-price meals, by family size, for use by schools in the State."⁵ State thresholds may not fall below the Secretary's guidelines, which represent a minimum, nor may they exceed a ceiling, prescribed by regulation, of 25 percent above the minimum for free meal eligibility, or 75 percent above the minimum for reduced price meal eligibility.⁶ Each local School Food Authority responsible for the administration of one or more schools and which has the legal authority to operate food programs therein is required to submit for approval a free and reduced price policy statement to the state educational agency. The Secretary's guidelines and procedure govern institutions participating in the National School Lunch Program, the School Breakfast Program, and the Special Food Service Program for Children. Though specific income criteria are not applied in the WIC Program, local health clinics which administer WIC are required to demonstrate that they serve low income populations considered to be at nutritional risk.

The Food Stamp Program differs from the programs described above because it does not specify minimum nutritional components, food types, or quantities. In contrast to the programs which contain separate nutritional and income indicators, the assumption of the Food Stamp Program is that one third of the current poverty income figure can be spent for a diet which will furnish the minimum RDA. The poverty income budget for food is based upon the quantities of particular foods allowed by the Economy Food Plan, the lowest-cost of the five Family Food Plans devised by the Agricultural Research Service.

The Economy Food Plan was originally developed from a Department of Agriculture food consumption survey of 1955 and a Bureau of Labor Statistics family expenditure survey from 1960-61. These indicated that a low-income family spent an average of one third of its income after taxes for food.⁷ In formulating an Economy Food Plan, the Agricultural Research Service made substitutions and revisions in the food choices reflected by the food consumption survey in order to insure that an Economy Food Plan would furnish a minimum RDA.⁸ Estimates of quantities of food established a food budget,⁹ which became the USDA measure of the minimum amount of money a family of four needs in order to obtain basic nutrients.¹⁰

In turn, the cost of the Economy Food Plan (the cheapest of the five Family Food Plans), multiplied by three (since food expense was found to consume one third of a low-income family's budget), was the methodology used for determining a poverty income level in 1965.¹¹ "Each year. . . until 1969, the cost of the foods in the Economy Diet Plan were repriced on a national basis, and multiplied by 3 to arrive at the poverty income level for that year. . . . After 1969, the poverty line already developed from the cost of an Economy Diet times 3 would be used as the base, but the yearly adjustments would come only from the single, all-items price change reflected in the Consumer Price Index."¹² The Consumer Price Index does not reflect the disproportionate amount that food and shelter consume of a poor family's budget.¹³

The Secretary of Agriculture now issues nationwide income poverty guidelines for the Food Stamp Program; these are revised semi-annually.¹⁴ It is a claim of the Food Stamp Program that the coupon allotment is nutritionally based. However, maintaining an adequate diet within the budget of the Economy Food Plan requires nutritional awareness and educated buying. The RDA assumes a caveat of a wide variety of foods

which either are not affordable within the Economy Plan budget or whose frequent use is restricted by the stated minimum quantities upon which the Plan is based.

By utilizing income thresholds, federal programs propose to equate inadequate nutrition with poverty. The use of an income level indicator is, at best, an indirect way to promote nutrition. The semi-annual poverty income adjustments do not keep pace with spiraling costs of foods and other life necessities, and thus the budget based on the Economy Food Plan is often inadequate. Regional differences in cost of living also accentuate inadequacies in food budget allocations. The use of income level as a surrogate indicator of adequate nutrition does not reflect a coherent federal nutrition policy.

B₂ Column - Security

Under the National School Lunch Act, the USDA supports school lunch programs with payments for lunches which meet the Type A lunch pattern requirements, based on one third of the Recommended Dietary Allowance for boys and girls 10 to 12 years old.

Schools are paid on the basis of performance funding, with payment for each lunch served. Funding is now open-ended, with minimum payment and maximum reimbursement rates prescribed by the Department and adjusted semi-annually to reflect changes in costs of operating a school lunch program. Two funding categories pay three different rates for free, reduced price, and fully paid lunches. General cash-for-food assistance funds provide across-the-board lunch subsidies for all Type A lunches served in a state in a fiscal year. Special cash assistance funds pay for lunches which are served free or at a reduced price to needy children who meet poverty income criteria. Payments are made to states several times during a year by the Department, using projections of lunches served.

The state educational agency may adjust the assistance payment per lunch based upon its determination of the financial need of each school. Thus, a state receives currently 11.75¢ per lunch, which is the national average factor prescribed by the Secretary of Agriculture for the period January 1 to July 1, 1975. In California, for example, the state educational agency may give the Beverly Hills school lunch program a 5¢ per lunch subsidy and the Compton school district 15¢ per lunch, up to a maximum of 17.5¢. If it pays one district more than the 11.75¢ average allotted, it must therefore apportion less to some other school district.¹⁵

In order to participate in the Lunch Program, schools are now required to serve free or reduced price lunches to children who are determined to be unable to pay. The special cash assistance funds supplement the base subsidy of 11.75¢ with a current national average payment rate of 52.5¢ for free lunches and 10¢ less for reduced price lunches, the maximum free lunch subsidy being 79.2¢. The ceiling on subsidies is imposed so that in no event will the per lunch reimbursement exceed the per lunch cost of providing a Type A lunch.

Although nutrition programs were initiated on a federal level beginning in 1946, none of them carries a federal mandate. The closest thing to a mandate is the positive obligation of participating schools to serve free or reduced price meals to needy children. Federal programs reach the local level only through the optional participation of schools or institutions which apply to the state education agency.

A matching fund requirement secures each participating state's financial commitment for the Lunch Program. The regulations call for matching each dollar of federal general cash-for-food assistance funds each fiscal year with three dollars of funds from sources within the state. These matching state funds must have been determined by the

Secretary to have been expended in connection with the Program. Sources of funds include children's payments for lunches, local general school district funds, as well as state funds expended for local (not state level) administration of lunch programs.

California follows the policy orientation of federal nutrition programs of preserving local choice by not mandating school or institutional food programs. In 1974, Governor Reagan signed the Moscone Bill, which provides a reimbursement from state revenues of 5¢ per lunch served. Reagan had vetoed the bill twice previously when it contained a section (now deleted) which mandated local participation in school food programs.

If food programs must depend on local initiative, it is essential to understand the reasons why a local school district would want to participate in a federally subsidized school lunch program. A Food and Nutrition Service official offered the following reasons: in existence since 1946, the School Lunch Program has become a tradition. Parents like it. It has garnered widespread Congressional support through the years and now enjoys a healthy fiscal status. There is also growing recognition that a hungry child represents a discipline and an education problem.¹⁵

In the opinion of one California State official, however, total school support of nutrition programs will be secured only when schools accept nutrition education as a basic educational responsibility. As part of this commitment to nutrition education, it would be the responsibility of the local school district to assure the availability of nutritious meals for its students. The most direct means of affecting nutritional status would be through the provision of meals as part of the school program. Schools have viewed food programs either as an auxiliary service, the first casualty of budget cuts, or as a welfare program.¹⁶ It would thus be necessary to shift these attitudes and

demonstrate that nutrition should have a status equal to a school's athletic program. This would eliminate the present welfare stigma from free breakfasts and lunches.

It has been argued that only federal legislation which mandates school and institutional participation will accomplish the goal of reaching all school children and, more particularly, needy children with nourishing lunches and breakfasts, or nourishing meals in child-care institutions.

Fiscal support for the Lunch Program is now based on performance funding. The method used formerly was once-a-year apportionment, and this was often exhausted long before the end of the school year. The number of free lunches served increased greatly when schools and institutions were required to provide free meals to children who were determined eligible. Beginning in January 1974, the federal lunch payment factor was adjusted semi-annually to reflect changes in costs of operating a lunch program.

Increasingly liberal regulations and financial support may encourage participation in food programs, but the National School Lunch Act was not part of a coherent federal policy to achieve these ends. The National School Lunch Program was created originally to utilize surplus agricultural commodities. World wide food demand has made domestic surplus commodities less available, and although the emphasis of the food programs has changed considerably since the National School Lunch Act of 1946, a basic federal commitment to promote nutrition still does not exist.

Even without a participation mandate, if adequate nutrition were defined as a national priority and programs received full federal support, in fiscal as well as in policy terms, a necessary level of participation and commitment might be achieved. The public and the legislators have

been reluctant to commit themselves to a comprehensive nutrition program of a preventative nature. Several federal nutrition programs were born of the "hunger crisis" of the late 1960s; a comprehensive federal nutrition policy may only take shape in the event of subsequent crises.

B₃ Column - Equal Access

Federal food programs reach children through schools and child-care centers. Participation in the National School Lunch Program and the School Breakfast Program is available to any school. Location and income are indirect indicators used to identify eligible children. Participation in the Special Milk Program is open to any school and, in addition, to any child-care institution which submits a free and reduced price policy statement and signs a written contract with the state education agency.

In two programs, the Special Food Service Program for Children and the Nonfood Assistance Program, the location of the school or institution is a criterion for participation. A child-care institution applying for the Special Food Service Program for Children must provide a description of its location and appropriate data to prove that it serves children from an area where poor economic conditions exist or from an area with a high concentration (at least 50 percent) of working mothers.

The Nonfood Assistance Program also requires submission of data to demonstrate that a school draws a substantial portion of attendance from areas of poor economic conditions. This program, which helps needy schools obtain equipment to operate a food program, requires participation either in the School Lunch Program or in the School Breakfast Program with the state agency bearing a positive obligation to help such schools obtain equipment to operate an adequate feeding program.

Participation in the WIC Program is limited to health clinics which can demonstrate that they serve low income populations considered to be at nutritional risk and which, furthermore, have the necessary facilities and other resources to effectively carry out the WIC Program.

As a result of these restrictions, many of the nutrition programs are limited to institutions which can meet the strict qualifying criteria. This means that programs do not reach directly those who are otherwise eligible, often due to the economic, geographic, or demographic criteria which institutions must meet in order to receive funding. There is a complex array of factors with which institutions must comply in order to become eligible.

For three of the food service programs, identical eligibility criteria apply. Children qualify for free milk under the same rules used to determine eligibility for free breakfasts and free lunches. The criterion schools use is the Secretary of Agriculture's Poverty Income Guideline issued annually to state educational agencies and with which a School Food Authority's free and reduced price policy statement must comply.

In the Special Food Service Program for Children, in addition to the same income guidelines which apply to the school meal programs, the number of children in a family who attend school or a child-care institution is considered.

Schools and child-care centers apply voluntarily to participate in food programs. Once approved for participation, however, each institution is obligated to determine which of its children qualify for free or reduced price meals. Only institutions which serve free meals or free milk to each child do not have to submit a separate free and reduced price policy statement for approval. Instead, such schools file an affidavit stating that no discrimination of any kind exists in their food service programs.

B₄ Column - Ability to Influence

"All of the nutrition programs financed by the federal government wholly or in part have been characterized by the lack of a built-in evaluation procedure.

Evaluations should be of at least three kinds. The first should determine whether or not the participants in the programs perceive them to be helpful and designed to meet their needs.

A second kind of evaluation should quantify the nutritional benefits, if any, that participation in the program confer.

A third kind of evaluation must be made of the degree to which present programs reach all those in need." (pp. 10-12)

This criticism was given by the Panel on Nutrition and Special Groups to the Select Committee on Nutrition and Human Needs of the United States Senate.

Most of the federal nutrition programs discussed previously provide by regulation a hearing procedure for eligibility appeals and, in addition, for an administrative evaluation of local programs by the state agency or by the Food and Nutrition Service. The purpose of these two mechanisms is to resolve situations which may vary from prescribed regulation. The existing rules are applied to individual cases, and the purpose of such review is not to call into question the effectiveness of the program itself.

The kind of evaluation suggested by the Panel on Nutrition and Special Groups, however, is one which continually monitors the effectiveness of the nutrition programs. This kind of program evaluation is not built into present programs except, to a limited extent, into the WIC Program.

The WIC Program is a pilot program funded through June 1975.

"Although the WIC Program will supply nutritious foods to participants, a major object of the program is the collection and evaluation of data which will medically identify benefits of this food intervention program. In addition, data will be collected and analyzed to measure the administrative efficiencies of various methods of making food available to participants."¹⁷

The WIC Program makes an effort to devise a feedback mechanism to monitor its effectiveness, but it does not include a way to assess whether its benefits are reaching all the women, infants, and children who may need supplemental food. This lack, referring again to the Panel's observation, characterizes all federal nutrition programs.

If the central criterion of program effectiveness is whether it reaches all those who need it, this would imply, at the least, full federal fiscal support or some such insurance of the fullest extension of a particular program to its proper constituents. This would also imply a federal nutrition policy with a goal of correcting the existing malnutrition among all population categories in the United States.

Health Sector - Issue Writeup: References

1. "Recommended Daily Dietary Allowances, Revised 1974," National Academy of Sciences-National Research Council, Washington, D.C. (1974).
2. Federal Register, 39 F.R. 16178 (7 May 1974).
3. Mr. Jack Bradley, Director, Child Nutrition Division, Western Region, U.S. Department of Agriculture (letter communication).
4. Ibid.
5. (2)
6. Federal Register, 39 F.R. 26885 (24 July 1974).
7. Select Committee on Nutrition and Human Needs, United States Senate, "Studies of Human Need," p. 148, committee print, 92nd Congress, 2nd Session, June 1972.
8. Ms. Mavis Bucholz, Home Economist, Nutrition and Technical Service, Western Region, U.S. Department of Agriculture (personal communication).
9. U.S. Department of Agriculture, "Family Food Plans, Revised 1964," Consumer and Food Economics Research Division, Agricultural Research Service, Hyattsville, Maryland (issued November 1964).
10. (7)
11. Select Committee on Nutrition and Human Needs, op. cit., p. 149.
12. Ibid.
13. Select Committee on Nutrition and Human Needs, United States Senate, "National Nutrition Policy Study, Report and Recommendations--VIII," p. 52, committee print prepared by the Panel on Nutrition and Special Groups, 93rd Congress, 2nd Session, June 1974.
14. Select Committee on Nutrition and Human Needs, United States Senate, "National Nutrition Policy Study, Report and Recommendation--VIII," p. 44.
15. Mr. Brian Allison, Program Operations, Child Nutrition Division, Western Region, U.S. Department of Agriculture (personal communication).

Health Sector - Issue Writeup: References (continued)

16. Mrs. Betty Murray, State of California Administrator for Bay Area School Food Service Programs (personal communication).
17. Federal Register, 38 F.R. 18447-18451 (11 July 1973).

HEALTH SECTOR

ISSUE: Health Care; Quality and Availability

^{B₁} Basic Need/Threshold

Concern: What are the thresholds for quality and availability of adequate health care?

Facilities

• Hill-Burton Act

Number of general hospital beds (CPR 42, Sec. 83.11) - Formula below:

Current area use rate
X projected area population

365

= average daily census;
average daily census +10

0.85

= number of beds needed
(B-1-F-G3-3-3-Y-Y)

• Calif. State Plan Guidelines

Minimum hospital beds/
population/health
planning area

Population	Minimum Beds
500,000+	300
200-500,000	200
125-200,000	150
75-125,000	100-25
50-75,000	75
Remote, low- density area	One 50 bed facility

(B-1-S-G3-3-1-N-N)

• BACHPC Recommended Occupancy Levels

- Med/Surg	90%
- Maternity	75
- Pediatric	75
- Psychiatric	90
- Nursing Home	90

(B-1-R-G3-3-1-N-N)

^{B₂} Security

Concern: What measures provide security that the minimum will be met?

• Hospital Survey and Construction Act of 1946 (the Hill-Burton Act)

Grants to States for Hospital Planning and Construction

(B-2-F-G1-1-5-Y-Y)

• California State Plan Guidelines

• Bay Area Comprehensive Health Planning Council (BACHPC)

Area-wide Health Facilities and Services Plan and

Individual county CHP agency recommendations

(B-2-R-G3-1-5-Y-N)

"How do you feel about:
The doctors, clinics and
hospitals you would use in
this area?" (May 1972)--
Institute for Social
Research

Delig. Pleas. Nos. Sat.

11% 34% 32%

Mixed Mos. Diss. Unhap.

11% 5% 4%

Terr.

3%

^{B₃} Equal Access

Concern: To what portion of the population are the assurances of adequate facilities/services/quality of care applicable?

• Hill-Burton Act

States which submit a State Plan

(B-3-F-G1-2-5-Y-Y)

^{B₄} Ability to Influence

Concern: To what degree is the individual able to influence availability and quality of health care?

• CHPC Review Process

Chapter 1451 of 1969
California statutes
gives 12 areawide CHPC's
responsibility for review
and approval of
facilities licensed by
State Department of
Health

(B-4-S-G1-1-3-Y-Y)

• BACHPC

- Public Hearing and Appeal Process
- Consumer Representation
- Participation of providers

(B-4-R-G3-1-7-N-N)

- 1972 Amendments to Social Security Act requires State planning agencies to review capital expenditures for coordinated development of services

(B-4-F-G1-3-5-Y-Y)

- BACHPC recommends all general hospitals develop a 5-year plan coordinated with PL 92-603 (1972 amendments 3-year capital expenditure funding)

(B-4-R-G3-1-7-N-N)

HEALTH SECTOR (continued)

<u>B₁ Basic Need/Threshold</u>	<u>B₂ Security</u>	<u>B₃ Equal Access</u>	<u>B₄ Ability to Influence</u>
<u>Facilities (continued)</u> • <u>California State Health Planning Council</u> Estimate for general hospital beds for an area may not exceed State Plan estimate, calculated on an 85% maximum occupancy factor (B-1-S-G3-3-1-Y-Y) • <u>RACHPC Occupancy Rate Planning Factors</u> Med/Surg. (incl. psych.) 85% Maternal 70 Pediatric 65 (B-1-S-G3-3-5-Y-Y)	* Health services scarcity areas are neighborhoods recognized as major poverty pockets, and these comprise almost one-half of the total land area of San Francisco ²	• <u>Accessibility (Facilities)</u> • California State Plan for Hospitals, Recommendations for hospital accessibility: - High density urban: within 10-mile radius, or 30 minutes auto travel time - Suburban: within 15-mile radius or 30 minutes auto travel time - Rural: Within 45-mile radius or one hour auto travel time - Public transportation: No more than 1-1/2 times auto travel time - Where transportation is inadequate, hospital should provide (B-3-S-G3-2-7-N-N) • <u>RACHPC</u> General hospitals should develop services in community to improve convenient access (B3-S-G3-1-7-N-N)	
<u>Accessibility (Personnel)</u> • <u>Physician Distribution</u> • <u>Emergency Health Personnel Act</u> Interim Criteria for definition of Physician/Dentist Shortage: Primary care physician-to-population ratio of less than 1:4000 (if a city) Dentist-to-population ratio less than 1:5000 (B-1-F-G3-2-1-N-N) * In San Francisco (pop.: 700,000 - 1971 est.), there are more than 1800 physicians and 600 dentists.³ (Physician ratio approx. 1:400). * Hunter's Point, S.F.: 50,000 pop., 5 physicians.⁴ (Physician ratio: 1:10,000).	• <u>Emergency Health Personnel Act (1970)</u> <u>National Health Service Corps</u> Secretary of HEW designates cities or areas which have a shortage (B-2-F-G3-3-5-N-N) * FY 1972: .75 additional communities assigned health personnel, providing support for 175-225 communities with a total population of 700,000 to 900,000.⁵	• <u>Emergency Health Personnel Act</u> Eligibility for consideration of application: Designation as a "critical health manpower shortage area" by a State CHP agency (B-3-F-G3-3-1-7-N-N)	• <u>Emergency Health Personnel Act</u> Burden of proof is upon applicant

HEALTH SECTOR (continued)

<u>B₁ Basic Need/Threshold</u>	<u>B₂ Security</u>	<u>B₃ Equal Access</u>	<u>B₄ Ability to Influence</u>
Emergency Medical Services, Availability and Quality • <u>FL93-154</u> Requirements: - Personnel to provide services on 24-hour basis - Central communications - Adequate vehicles - Adequate number of accessible facilities - Provide for transfer of patient - Assure services in disasters, national emergencies, etc. (B-1-F-G1-2-5-Y-Y)	• <u>FL93-154</u> <u>Emergency Medical Services Systems Act (1973)</u> (B-2-F-G1-2-1-Y-Y) Service Area determined by Secretary of HEW on basis of size/population/economic diversity (B-2-F-G3-2-5-N-Y)	• <u>FL93-154</u> Access to specialized facilities Shared personnel and equipment Provide, without prior inquiry, necessary emergency medical services to all patients requiring such Provide for provision of services on reciprocal basis (B-3-F-G1-2-5-Y-Y)	• <u>FL93-154</u> Grants and Contracts for research HEW study to determine medical barriers to medical care in emergency conditions • <u>FL93-154</u> Further requirements of Act: - Provide training - Public participation in policy formulation - Standardized record-keeping system - Public education programs - Periodic review (B-4-F-G3-1-7-N-N)
• <u>California AB515</u> Statewide 911 system required by 1982 (B-1-S-G1-3-5-Y-Y)	• <u>California AB515 (1972)</u> Mandatory Operational and Technical Standards - Required agreement between public agencies sharing common boundaries to respond if called outside normal jurisdiction (B-2-S-G1-3-5-Y-Y)		
• <u>Criteria developed by the Emergency Medical Care Committee of San Mateo County</u> - Emergency services must be easily accessible at any time by the general public - Initial unit must be at scene within 5 minutes of receipt of call (B-1-R-G3-3-1-Y-Y)	• <u>Emergency Medical Care Committee (San Mateo)</u> For each county required by California law. (Its only function is to submit an annual report). (B-2-S-G1-1-7-N-Y) • <u>San Mateo County</u> Performance standards must be legally mandated State standards to define minimum acceptable levels of capability for 4 levels of service: - First-In Unit - Basic Rescue - Basic Emergency Ambulance - Emergency/Paramedic Service (These are not yet mandated) (B-3-S-G3-3-5-N-Y)	• <u>San Mateo County</u> Availability of each level of service will be dependent on need and availability of resources (B-3-R-G3-1-7-N-N)	• <u>San Mateo County</u> There must be an ongoing monitoring mechanism with sanctions Medical records will be available for review (B-4-R-G3-1-7-Y-Y)
<u>Long-Term Nursing Care</u> • <u>BACHPC</u> Facilities should separate patients of differing ages and problems (B/H-1-R-G3-1-7-N-N)	• <u>BACHPC</u> All Health Facility Planning Areas should have - Skilled nursing care - Intermediate care (B-2-R-G3-1-7-N-N)	• <u>BACHPC</u> Facilities and services should be accessible to population served (B-3-R-G3-1-7-N-N)	• <u>BACHPC</u> Each facility should have a strong utilization review system (B-4-R-G3-1-7-N-N)

HEALTH SECTOR (continued)

<u>B₁ Basic Need/Threshold</u>	<u>B₂ Security</u>	<u>B₃ Equal Access</u>	<u>B₄ Ability to Influence</u>
• <u>BACHPC</u> Method for estimating long-term nursing beds: 1979 65+ population X 1972 65+ population 1972 long-term care patient days (90%) occupancy rate X 365 = Estimate for beds (B-1-R-G3-3-5-Y-Y)	• <u>State Advisory Health Council</u> BACHPC estimate for any area may not exceed estimate in State Plan for Hospitals (B-2-S-G3-3-5-Y-Y) • <u>Santa Clara City Health Facilities Licensing and Certification</u> 24-hour skilled nursing care means: - Direct supervision by licensed nurse - Dietary Therapeutic Program - Patient Activity Program (B-2-S-G3-2-5-Y-Y) • Currently the Santa Clara County Health Facilities Licensing and Certification uses Medicare and MediCal standards (B-2-S-G3-2-2-Y-Y)	• <u>Social Security, Title I</u> States which submit a State Plan • <u>Social Security, Title I</u> 65+ not receiving old-age assistance and unable to pay for necessary medical services • <u>Social Security, Title I</u> No care or services for any inmate of a public (except medical) institution (B-3-F-G1-3-5-Y-Y) • <u>Social Security, Title V</u> States which submit a State Plan Grants to extend services, especially in rural or areas of severe economic distress (B-3-F-G1-2-5-Y-N) • <u>Maternity, infant care, school and preschool children</u> (B-3-F-G1-1-5-Y-N)	• <u>BACHPC</u> Major consumer representation All long-term care facilities should develop long-range master plans (B-4-R-G-1-7-N-N)
• <u>Calif. Nursing Home Administrators Act</u> Nursing home administrators must be licensed: - Exam - 100 hours continuing education per year (B-1-S-G1-3-2-Y-Y)	• <u>California Nursing Home Administrators Act</u> (1972) (B-2-S-G1-3-2-Y-Y)		
• <u>Medical Assistance Programs</u> (Social Security)			
• <u>Social Security, Title I:</u> Care and Services eligible for payment: - Inpatient hospital - Skilled nursing-home - Physicians' services - Outpatient hospital or clinic - Home health care - Private duty nursing - Physical therapy - Dental services - Laboratory and X-rays - Prescribed drugs, eyeglasses, dentures - Diagnostic services - Any other medical care recognized under State law (B-1-F-G1-2-5-Y-Y)	• <u>Social Security, Title I</u> Grants to States for Old-Age Assistance and Medical Assistance for the Aged (B-2-F-G1-2-5-Y-Y) • <u>Social Security, Title V</u> Maternal and Child Health and Crippled Children's Services (B-2-F-G1-1-5-Y-N)		
	• FY 1971: 56 projects providing care to 141,000 mothers and 47,000 infants.⁶		

HEALTH SECTOR (continued)

B ₁ Basic Need/Threshold	B ₂ Security	B ₃ Equal Access	B ₄ Ability to Influence
• <u>Social Security, Title I</u> Care and services eligible for payment: (same as for Title I) (B-1-F-G1-2-5-Y-Y) • <u>Social Security, Title XVIII</u> Basic Hospital Insurance Benefits for any spell of illness: - Inpatient hospital treatment up to 150 days - Post-hospital 100 days - Post-hospital home health services 100 visits Plus supplementary Medical Insurance benefits (B-1-F-G1-3-5-Y-Y)	• <u>Social Security, Title XVI</u> Supplemental Security Income for Aged, Blind, and Disabled No payment may be made to States for Titles I, X, or XIV, if State receives grants under Title XVI (B-2-F-G1-1-5-Y-N) • <u>Social Security, Title XVIII - Medicare</u> Provides health insurance for people eligible for old-age insurance (B-2-F-G1-3-5-Y-Y)	• <u>Social Security, Title XVI</u> States which submit a State Plan - Aged: 65+ - Needy a) 65+ b) Disabled c) Blind (B-3-F-G1-3-5-Y-Y) • <u>Social Security, Title XVIII - Eligibility:</u> Individuals 65+ and entitled to benefits under Title II (Sec. 202): - Who is fully insured - Has attained age 62 - Has filed application for old-age insurance benefits - Individuals under 65 entitled to various disability insurance benefits (see Sec. 226) (B-3-F-G1-3-5-Y-Y)	• <u>Social Security, Title XVI</u> Rehabilitation services to help such individuals attain self-care (B-4-F-G1-2-7-N-N)
• <u>Social Security, Title XIX</u> Care and services eligible for payment: - Inpatient hospital - Outpatient hospital - Other lab. and X-ray - Skilled nursing facility - Services - Physicians' services - Medical care recognized under State law - Home health care services - Private duty nursing - Clinic - Dental - Physical therapy - Prescribed drugs, dentures, prosthetic devices - Other diagnostic services - Inpatient hospital for 65 or over in TB or mental institution - Intermediate care - Inpatient psychiatric hospital for under 21 - Any other medical care or remedial care recognized under State law (B-1-F-G1-3-5-Y-Y)	• <u>Social Security, Title XIX</u> Grants to States for Medical Assistance Payments (Medicaid) (B-2-F-G1-1-2-Y-N)	• <u>Social Security, Title XIX</u> States which submit a State Plan Eligibility of Individuals: - Public assistance (welfare) recipients - "Medically Needy": not on welfare but are 65+; blind; disabled; family with a child under 21 who is w/o support of a parent - Indigents under 18 who cannot get AFDC - Indigents 18-64 (Note: #3 and #4 must be within AFDC income eligibility limits) (B-3-F-G1-3-5-Y-Y)	• <u>Social Security, Title XIX</u> Rehabilitation and other services to help such individuals attain self-care (B-4-F-G1-1-7-Y-N)
• <u>Public Health Service, Title III</u> Basic services: - Ambulatory patient diagnosis and follow-up for acute - Preventive services integrated into treatment - Emergency medical/dental - Dental care (B-1-F-G3-3-5-Y-Y)	• <u>Public Health Service, Title III, Part A, Sec. 310</u> Health Services for Domestic Agricultural Migrants (B-2-F-G1-1-5-Y-N) * FY 1971: 108 grants to migrant health projects for \$14,000,000⁹	• <u>Public Health Service, Title III</u> Public or nonprofit private agencies to serve domestic agricultural migrant workers (B-3-F-G1-1-5-Y-N)	• <u>Public Health Service, Title III</u> Project Policy Board required Methods for evaluation required (B-4-F-G3-1-5-Y-Y)

HEALTH SECTOR (continued)

<u>B₁ Basic Need/Threshold</u>	<u>B₂ Security</u>	<u>B₃ Equal Access</u>	<u>B₄ Ability to Influence</u>
• <u>Public Health Service Act Title III</u> Secretary of HEW is authorized to accept State and local assistance in enforcement of quarantine regulations (B-1-F-G1-1-5-Y-N)	• <u>Public Health Service Act Title III, Part B</u> Federal-State Cooperation (B2-F-G1-1-5-Y-N)		
• <u>Public Health Service Act Title III</u> Secretary is authorized to extend temporary assistance in health emergencies (to States and localities) (B-1-F-G1-1-5-Y-N)			
• <u>Public Health Service Act Title III</u> Secretary shall consider the extent of the problem: - Measured against the highest immunization levels ever attained, by annual Immunization Survey by the Census Bureau (B-1-F-G3-3-1-Y-Y)	• <u>Public Health Service Act Title III, Part B</u> Grants for Vaccination Programs and Other Communicable Disease Control Programs * In San Francisco in 1971 312 new cases of TB and 44.4 cases/100,000 pop. This is 2.5 times rate for Calif. and nation.¹⁰	• <u>Public Health Service Act Title III</u> State health authorities	
• <u>San Francisco Dept. Public Health</u> School-Entry Survey undertaken by San Francisco Health Dept. and school districts (B-1-L-G3-3-1-Y-Y)	* TB rate of Chinatown is 6 times the rate for San Francisco,¹¹ • <u>Public Health Service Act Title III, Part B</u> Projects and Programs for the Prevention and Control of Venereal Disease (B-2-F-G1-3-1-Y-Y)	• <u>Public Health Service Act Title III</u> Grants to States, localities, public and nonprofit entities for projects States must submit a State Plan for approval (B-3-F-G1-2-5-Y-Y)	
* Venereal diseases reported to the health department with percentages reported by private physicians	* FY 1971: 72 federal health officers assigned to State and local health depts. for VD control activities.¹³ • <u>Public Health Service Act Title X</u> Population Research and Voluntary Family Planning Programs (B-2-F-G1-1-5-Y-Y)	• <u>Public Health Service Act Title X</u> A. Public or nonprofit private agencies Secretary shall take into account: - Number of patients - Extent of local need for planning services - Relative need of applicant and ability to make effective contribution (B-3-F-G1-3-5-Y-Y)	
	* FY 1971: 62 new projects funded for \$10,200,000. 700,000 women benefited in 1971, and an estimated 1,500,000 will benefit in 1972¹⁴	B. State Health Authorities which have submitted a State Plan Priority given to persons from low-income families; "low-income" to be defined by the Secretary (B-3-F-G1-1-5-Y-Y)	

HEALTH SECTOR (concluded)

<u>B₁ Basic Need/Threshold</u>	<u>B₂ Security</u>	<u>B₃ Equal Access</u>	<u>B₄ Ability to Influence</u>
• <u>PL 83-568</u> Hospital and health facilities for Indians Conservation of health of Indians.	• <u>PL 83-568</u> HEW/PHS shall bear responsibility for maintenance and operation of hospital and health facilities (B-2-F-G1-1-5-Y-N) • <u>PL 83-151</u> Funds to construct health facilities (B-2-F-G1-3-5-Y-N) • <u>PL 93-222</u> <u>Health Maintenance Organization Act (1973)</u> Assistance for establishment and expansion of HMOs (B-2-F-G2-2-5-Y-N)	• <u>PL 83-151</u> Public or nonprofit agencies as a more desirable alternative to direct Federal construction (B-3-F-G1-3-5-Y-N) • <u>PL 93-222</u> Organizations, to receive assistance, must be - A legal entity providing basic health services - Fiscally sound (B-3-F-G1-3-5-Y-N)	
	• FY 1972: 1,000,000 outpatient preventative visits; 1,300,000 outpatient visits to hospitals.¹⁵ • FY 1972: an estimated 117 grants and 65 contracts for HMO planning and development will be funded totaling \$21,700,000.¹⁶		

HEALTH SECTOR, NUTRITION MATRIX - References

Source

Select Committee on Nutrition and Human Needs, United States Senate,
"National Nutrition Policy Study, Report and Recommendation -- VIII,"
committee print prepared by the Panel on Nutrition and
Special Groups, 93rd Congress, 2nd Session, June 1974.

1. p. 7
2. p. 7
3. p. 69
4. p. 31
5. p. 20
6. p. 52
7. p. 51
8. p. 35
9. p. 30
10. p. 39
11. p. 112
12. p. 107
13. p. 94
14. p. 92
15. p. 97
16. p. 107
17. p. 107
18. p. 70
19. p. 72
20. p. 79
21. p. 83
22. p. 84

HEALTH SECTOR MATRIX - References

1. Department of Health, Education and Welfare, "HEW Catalog of Assistance. Programs Providing Financial Support and Services to States, Communities, Organizations, and Individuals," U. S. Government Printing Office, Washington, D. C. (1972), p. 152.
2. San Francisco Comprehensive Health Planning Council, "San Francisco Plan for Health, 1973," San Francisco, California (1973), p. 5.
3. Ibid.
4. SFCHPC, p. 13.
5. HEW Catalog, p. 179.
6. HEW Catalog, p. 162.
7. HEW Catalog, p. 346.
8. HEW Catalog, p. 333.
9. HEW Catalog, p. 171.
10. SFCHPC, p. 4.
11. SFCHPC, p. 16.
12. San Francisco Department of Public Health, "Statistical Report, 1973," San Francisco, California (1973), p. 12.
13. HEW Catalog, p. 142.
14. HEW Catalog, p. 150.
15. HEW Catalog, p. 157.
16. HEW Catalog, p. 177.

HEALTH SECTOR-BIBLIOGRAPHY

- Bay Area Comprehensive Health Planning Council, "Short Version of the Areawide Health Facilities and Services Plan, Effective Date: January 1, 1974 - December 31, 1974," San Francisco, California (1974).
- California Medical Association, "Socio-Economic Reports," published by the Division of Socio-Economics and Research, San Francisco, California.
- Code of Federal Regulations, Title 7: Agriculture (1 January 1974), and Title 42: Public Health (1 October 1973).
- Committee on Labor and Public Welfare, United States Senate, "Compilation of Selected Public Health Laws, Volume I: Health Law," joint committee print, 93rd Congress, 1st Session, March 1973.
- _____, "Compilation of Selected Public Health Laws, Volume II: Food, Drug, and Related Law," joint committee print, 93rd Congress, 1st Session, March 1973.
- Department of Health Education and Welfare, HEW Catalog of Assistance. Programs Providing Financial Support and Services to States, Communities, Organizations, and Individuals, U. S. Government Printing Office, Washington, D. C., (1972).
- Department of Health, Education and Welfare, "Establishing a Health Care Practice in Your Community, Guidelines and Procedures" (draft), The National Health Service Corps, The United States Public Health Service.
- Everstine, Louis, et al., "Community Needs for Mental Health Services," PERT Reports: 2, Santa Clara County Health Department, San Jose, California (15 December 1972).
- Federal Register, various issues.
- Hollings, Ernest E., "Hunger in America," Supermarketing, pp. 41-60 (June 1971).
- The Liaison Committee on Medical Education of The Association of American Medical Colleges and The Council on Medical Education, American Medical Association, "Functions and Structure of a Medical School" (June 1973).

_____, "Special Criteria for Programs in the Basic Medical Sciences" (December 1973).

National Academy of Sciences-National Research Council, Recommended Dietary Allowances, Eighth Revised Edition, 1974, Washington, D.C. (1974).

National Commission on Accrediting, "Accreditation in Medicine," Washington, D.C. (November 1970).

San Francisco Comprehensive Health Planning Council, "San Francisco Plan for Health, 1973," San Francisco, California (1973).

San Francisco Department of Public Health, "Statistical Report, 1973," San Francisco, California (1973).

Select Committee on Nutrition and Human Needs, United States Senate, "Hunger--1973," committee print, 93rd Congress, 1st Session, May 1973.

_____, "National Nutrition Policy Study, Report and Recommendation--VIII," committee print prepared by the Panel on Nutrition and Special Groups, 93rd Congress, 2nd Session, June 1974.

_____, "Studies of Human Need," committee print, 92nd Congress, 2nd Session, June 1972.

State of California, "California State Plan for Community Mental Health Centers, July 1, 1972 - June 30, 1973," Bureau of Health Facilities Planning and Construction, Department of Public Health, Sacramento, California.

_____, "California State Plan for Hospitals, July 1, 1970 - June 30, 1972," Bureau of Health Facilities Planning and Construction, Department of Public Health, Sacramento, California.

3. Social

The social sector includes various types of environmental influences which affect interpersonal skills and relationships. For this sector we sought out standards and related data in five issue areas, each of which was subdivided further into the following concerns:

- Crime: Safety from crime
- Freedom to be: self-expression; protection of privacy
- Family: child abuse; marriage; adoption
- Education: quality; availability; equality
- Criminal Justice Process: just treatment; conviction and confinement

The matrices portray the various standards and related data identified in our brief exploration of the issue areas of crime, freedom to be, family, and the criminal justice process.

Education

Education, the fourth issue area of the social sector, was selected for more detailed exploration, both because of its unquestioned importance to life quality in general, and because the monitoring of education has received greater attention relative to other issues in the social sector.

Matrix Analysis: Another Example. As an alternative way of introducing the standards and data pertaining to education, they are presented and discussed below in a somewhat different format than is used in the standard matrix. First, we consider definitional and procedural standards, then educational availability/attainment, and then quality and equality. Following this alternate approach, the various standards and data are then presented in the same matrix format for other case examples.

BASIC EDUCATION CONCERNS

Definitional and Procedural	Availability/Attainment		Quality		Equality
	General	Special	General	Special	
Serrano v. Priest (Calif. Supreme Court): Defines common public education to be of "fundamental interest", hence a basic welfare concern. (B-1-S-G2-3-4-Y-N)	Article IX-5, Calif. Constitution: Free common schools to be provided and open at least 6 months/year. (B-2-S-G1-3-1-N-Y)	Calif. Educ. Code 6720: Encourages establishment of technical, agricultural and natural resource conservation schools in areas where they are needed in order to reduce the number of school dropouts, combat juvenile delinquency, and to provide skilled and trained workers. (B-2-S-G1-1-7-N-N)	Calif. Educ. Code 13103: Sets standards for teaching credentials and special training programs. (B-1-S-G1-3-5-N-N)	Public Law 93-380 (Elem & Sec. Educ. Act of 1965, Title I): Provides programs to promote equal educational opportunity for all students. (B-2-F-G1-1-2-Y-Y)	Brown v. Board of Education (U.S. Supreme Court, 1954): Outlawed segregation in public schools. (B-3-G2-3-4-Y-N)
Common custom: Not being able to read, write, or cipher is a deficit that is considered intolerable for an adequate adult life. (B-1-O-HG4-7)	Calif. Educ. Code 8575: Mandates successful completion of 200 semester hours and certain substantive courses of instruction for high school graduation. (B-1-S-G1-3-1-N-N)	Calif. Educ. Code 5761: Mandates special instruction for non-English speaking children. (B-2-S-G1-2-5-Y-N)	Calif. Educ. Code 13188: Sets minimum years of study and degrees required for teaching credentials. (B-1-S-G1-3-5-N-N)	Calif. Educ. Code 6812: Allows special, non-standard experimental programs for multiply-handicapped students. (B-2-S-G1-1-7-N-N)	Project Head Start (DHEW): Provides programs of pre-school instruction for children of welfare or poverty families. (B-3-F-G1-3-1/2-Y-Y)
Amendment X, U.S. Constitution: By omission, reserves education as a function of the states. (B/N-4-F-G1-7-N-N)	Palo Alto Unified School District Board Policy 3-8.6 Mandates successful completion of 210 semester-hours and certain substantive courses of instruction for H.S. graduation. (B-1-L-G1-J-1-N-Y)		Western Regional Accreditation Commission: Policy dealing with standards for accreditation. Curriculum Development and Supplemental Materials Commission: Specifies methods with which to establish standards for classroom textbooks. (B-4-S-G1-1-7-Y-N)	California Education Code 894 (Educ. of Handicapped Act): Provides grants to preschool and elem school programs for handicapped. (B-2-F-G1-1-7-Y-N)	Project Follow Through (DHEW): Provides programs of instruction to sustain gains made in Head Start Program. (B-3-F-G1-3-1/2-Y-Y)
PL 90-USC 123a: Prohibits Federal control of education. (B/N-4-F-G1-3-4-N-N)	Social Indicators, 1973: Percent of Population over 14 years of age illiterate in 1960: U.S. = 2.4% Iowa = .75 Louisiana = 8.3%				Specific Federal guidelines for Head Start and Follow Through Programs: require community advisory committees. (B-4-F-G3-3-Y-Y)
Calif. Educ. Code 8574: Local school district governing boards shall set minimum academic standards for high school graduation. (B-4-S-G1-1-3-N-N)	National Education Association: Number of H.S. graduates as a percentage of entering 9th graders: U.S. = 79% Minnesota = 92% Mississippi = 99%				PL 93-380: Equality of Educ. Opportunity Survey: Weighted and standardized achievement scores (mean = 80, standard deviation = 10) of white 9th graders in 1965 is 52.8; of black is 41.6; of Puerto Rican is 40.6.
Title V of Civil Rights Act of 1964 Requires "Equality of Educational Opportunity Survey" and a related report on availability and quality of education for minorities. (B-7-F-G1-1-6-N-Y)	National Assessment of Educational Progress: Under authority of Educ. Commission of the States, collects periodic national data on achievement of various age groups in art, career & occup. development, citizenship, literature, math, music, reading, science, social studies, and writing.				PL 93-380: Equality of Educ. Opportunity Survey: "Attitudes such as a sense of control over one's environment highly related to student achievement, and minority students are far less likely than others to feel they have a chance to be successful in life."
Calif. Educ. Code 13101 requires all children through age 6-16 to attend a school meeting minimum standards. (B-2-S-G1-3-5-Y-Y)					

SOCIAL SECTOR

ISSUE: Education

Quality, Availability, and Equality

- Standards
- Objective Data
- † Subjective Data

B ₁ Basic Need/Threshold	B ₂ Security	B ₃ Equal Access	B ₄ Ability to Influence
Concern: What are the thresholds for quality and availability of adequate education?	Concern: What measures provide security that the minimum will be met?	Concern: To what portion of the population are the assurances of adequate facilities/instruction/quality of education given?	Concern: To what degree is the individual able to influence availability and quality of education?
• <u>Serrano v. Priest</u> (Calif. Supreme Court) 1974 Defines common public education to be of "fundamental interest", hence a basic welfare concern (B-1-S-G2-3-4-Y-N)	• <u>California Education Code</u> Requires all children through age 16 to attend a school meeting minimum standards (B-2-S-G1-3-5-Y-Y)	• <u>Title V of Civil Rights Act of 1964</u> Requires "Equality of Education Opportunity Survey" and a related report on availability and quality of education for minorities (B-3-F-G1-1-6-N-Y)	• <u>Amendment X, U.S. Constitution</u> By omission, reserves education as a function of the states (B/N-4-F-G1-7-N-N)
• Common custom: Not being able to read, write or cipher is a deficit that is considered intolerable for an adequate adult life	• <u>Article IX-5, California Constitution</u> Free common schools to be provided and open at least six months/year (B-2-S-G1-3-1-N-Y)	• <u>Brown v. Board of Education</u> (U.S. Supreme Court, 1954) Outlawed segregation in public schools (B-3-C2-3-1-Y-N)	• <u>Public Law 20- USC 123</u> Prohibits Federal "control" of education (B/N-4-F-G1-3-4-N-N)
• Percent of Population over 14 years of age, illiterate in 1960:¹ U.S. = 2.4% Iowa = .7% Louisiana = 6.3%	• <u>California Education Code 6720</u> Encourages establishment of technical, agricultural, and natural resource conservation schools in areas where they are needed in order to reduce the number of school dropouts, combat juvenile delinquency, and to provide skilled and trained workers (B2-S-G1-1-7-N-N)	• <u>Project Head Start (DHEW)</u> Provides programs of pre-school instruction for children of welfare or poverty families (B-3-F-G1-3-1/2-Y-Y) • <u>Project Follow Through (DHEW)</u> Provides programs of instruction to sustain gains made in Head Start Program (B-3-F-G1-3-1/2-Y-Y)	• <u>California Education Code 8574</u> Local school district governing boards shall set minimum academic standards for high school graduation
• <u>California Education Code 13101</u> Sets standards for teaching credentials and special training programs (B-1-S-G1-3-5-N-N)	• <u>California Education Code 3761</u> Mandates special instruction for non-English speaking children (B-2-S-G1-2-5-Y-N)		• Equality of Education Opportunity Survey: Weighted and standardized achievement scores (mean = 50, standard deviation = 10) of white 9th graders in 1965 is 52.8; of black is 41.6; of Puerto Rican is 40.6
• <u>California Education Code 13188</u> Sets minimum years of study and degrees required for teaching credentials (B-1-S-G-1-3-5-N-N)			• Equality of Education Opportunity Survey: "Attitudes such as a sense of control over one's environment highly related to student achievement, and minority students are far less likely than others to feel they have a chance to control theirs"

SOCIAL SECTOR

ISSUE: Education (continued)

<u>B₁ Basic Need/Threshold</u>	<u>B₂ Security</u>	<u>B₃ Equal Access</u>	<u>B₄ Ability to Influence</u>
	• <u>Public Law 93-380</u> <u>Elementary & Secondary</u> <u>Education Act of 1965,</u> <u>Title I</u> Provides programs to promote equal educational opportunity for all students (B-2-F-G1-1-2-Y-Y) • <u>California Education Code</u> <u>5812</u> Allows special, non-standard experimental programs for multiple-handicapped students (B-2-S-G1-1-7-N-N) • <u>California Education Code</u> <u>594</u> <u>Education of Handicapped Act:</u> Provides grants to pre-school and elementary school programs for handicapped (B-2-F-G1-1-7-Y-N)		• <u>Curriculum Development & Supplemental Materials Commission</u> Specifies methods with which to establish standards for classroom textbooks (B-4-S-G1-1-7-Y-N)

SOCIAL SECTOR

ISSUE: Education
Quality, Availability, and Equality

H ₁ Basic Need/Threshold	H ₂ Security	H ₃ Equal Access	H ₄ Ability to Influence
• <u>California Education Code 8575</u> Mandates successful completion of 200 semester hours and certain substantive courses of instruction for high school graduation (H-1-S-G1-3-1-N-N) • <u>Palo Alto Unified School District Board Policy 3-8.6</u> Mandates successful completion of 210 semester hours and certain substantive courses of instruction for high school graduation (H-1-L-G1-3-1-N-Y) • <u>National Assessment of Educational Progress</u> Under authority of Education Commission of the States, collects periodic national data on achievement of various age groups in art, career & occupational development, citizenship, literature, math, music, reading, science, social studies and writing. • Number of high school graduates as a percentage of entering 9th graders: U.S. - 79% Minnesota - 92% Mississippi - 59% (National Education Association)⁴ • <u>California Education Code 25517</u> Sets minimum credits for graduation in state colleges (H-1-S-G1-3-1-N-N)	• <u>Educational Amendments of 1972, Title III (P.L. 92-318)</u> Provides assistance to marginal institutions of higher education whose survival is threatened (H-2-F-G1-1-7-Y-N) • <u>California Education Code 1075.5</u> Establishes criteria for state interest-free loans, scholarships, and grants for Higher Education (H-2-S-G1-1-7-Y-N) • <u>Public Law 93-380</u> Prohibits Federal funds to any school not complying with guidelines for access/protection of records about the student. (H-2-F-G1-3-5-Y-N) • <u>California Education Code 5736</u> Mandates offering of classes in citizenship for and notification of applicants for naturalization. (H-2-S-G1-1-7-Y-N) • <u>California Constitution IV</u> Prescribes "Moral Improvement" as one of the principal purposes of public schools (H-2-S-G1-1-7-Y-Y)	• <u>Public Law 93-380</u> Provides grants to local educational agencies to provide programs for gifted children (H-3-F-G1-1-7-Y-N) • <u>California Education Code 8553</u> Requires social science instruction in schools to include contributions made by minority persons to development of the state (H-3-S-G1-1-7-Y-N) • <u>California Education Code 1075.5</u> Prohibits racial discrimination when considering eligibility for financial assistance (loans, etc.) (H-3-S-G1-1-7-N-N) • Graduates of vocational schools earn 36% less than college graduates doing the same work (National Institute of Education Survey)⁵	• Specific Federal guidelines for Head Start and Follow Through Programs: require community advisory committees (H-4-F-G3-3-Y-Y) • <u>California Education Code 22700</u> Sets commission for accreditation of state colleges (H-4-S-G1-1-7-N-6) • <u>California Education Code 1070</u> Mandates counseling services for high school students and their parents to assist in planning and evaluating students educational program (H-4-S-G1-1-7-Y-N) • 1974 Gallup Poll: 51% of college graduates perceived having made significant personal progress during past year as compared to 35% of those with only grade school education • <u>Advanced Placement Program (College Entrance Examination Board)</u> Enables high school students to receive college credits for some courses taken in high school (H-4-O-MG2-1-7-Y-Y)

SOCIAL SECTOR

ISSUE: Education (continued)

<u>N₁ Basic Need/Threshold</u>	<u>N₂ Security</u>	<u>N₃ Equal Access</u>	<u>N₄ Ability to Influence</u>
• <u>Federation of Regional Commissions of Higher Education</u> Establishes minimum standards for accreditation of Higher Education (N-1-O-MCL-3-5-N-Y)			* Advanced Placement Program in California - 74% of the eligible students do not now have the opportunity to join the program because their high schools do not offer it • <u>California Education Code §306</u> Teaching about reproductive organs, etc. may not be done unless parents are informed and given a chance to have their child exempted from this instruction (N-4-S-GI-3-4/5-N-N)

The former type of presentation may be easier to read than the matrix, because it more easily allows one to make an ordered inquiry into the following questions:

- Is education a basic or a higher order concern?
- Who has responsibility for setting educational standards and ensuring that they are met?
- What are the basic standards in education which if not met are to be considered an intolerable situation?
- How is the meeting of these standards attempted and/or guaranteed?
- How, if at all, is the meeting of these standards monitored?

Definitional/Procedural Standards and Related Data. Although education is not an issue involved with physiological needs, safety, or security per se, there is at least one standard from which we can infer that education is, in our society, indeed a basic life concern. In the majority opinion of Serrano v. Priest, common education (kindergarten through grade twelve) was defined to be "of fundamental interest" or importance to the welfare of the individual, because it is a necessity in our society for the fulfillment of basic human needs (Sullivan, 1971).

Based on common custom, the accepted basic threshold for the types of skills development usually thought of as education is the adequate mastery of the "three Rs": reading, writing, and ciphering. As Social Indicators, 1973, indicates, the average level of illiteracy of persons in the United States over 14 years of age is 2.4 percent, with a high in Louisiana of 6.3 percent and a low in Iowa of 0.7 percent (National Education Association, 1972).

Some might infer from existing standards, such as California Educational Code, 8575, that mastery over additional subjects such as some required for high school graduation--an adequate understanding of the English language, our system of government and its history, how to stay healthy--also should come under the definition of basic minimums. We consider these skills to come under the definition of higher needs, the H side of the matrix.

At least two legal standards (USC 123A, X Amendment U.S. Constitution) reserve education as a function to be fulfilled by the various states, and therefore virtually all minimum standards pertaining to education emanate either from state or local governments or else from associations of professional educators. The federal government has, nevertheless, taken a strong role in education, including assistance in providing equal educational opportunity for all citizens and in the monitoring of educational affairs. Some of the guidelines that are mandated by federal programs in education (for example, the requirement for community advisory committees (Head Start and Follow Through Programs) may be in conflict with the prohibition against federal control of education expressed in USC 123-A.

Minimum Educational Attainment and Availability. Although the procedures for setting minimum educational attainment and availability vary widely among the several states, the standards themselves are quite similar due largely to common processes of accreditation (Markley, 1974). Most states mandate compulsory school attendance through at least 16 years of age and specify the types of topics that are to be taught (as, for example, in California Education Codes 12101 and 8575). In the case of Wisconsin v. Yoder, however, the U.S. Supreme Court held that public education beyond the eighth grade would intolerably injure the quality of life of the Amish communities who, for religious reasons, "view secondary school education as an impermissible exposure of their children to a 'worldly' influence in conflict with their beliefs." This case is in essential agreement with

the common custom that basic skills in the "three Rs" is the basic minimum standard for education of all citizens. It further supports the contention that higher QOL needs are a function of the eye of the beholder, and that although minimum "higher" standards exist, they do not apply to all populations.

While minimum standards for availability of educational opportunities are rather clearcut, the minimum standards for attainment are not. As can be inferred by California Education Codes 12101 and 8575, as well as Article IX, Section 9 of the California Constitution, high school graduation is typically based more on the amount of time exposed to required topics than on demonstrated mastery of topics taught. It is as though not being able to graduate from high school (even though there are many graduates who are virtually illiterate) has come to be an intolerable condition in our society, and at least one lawsuit has been launched against the schools for graduating a student who, nevertheless, could not read or write well enough to fill out ordinary employment application forms.

The use of "seat time" as a criterion of educational attainment stems from two problems: clientele and measurement. The public school system must offer its wares to all children, whether or not they want to learn. While the schools must provide exposure, they can in no way be held responsible for what is essentially an individual right: disposition to choose to learn or not to learn. On the measurement side, numerous problems exist when one tries to validly measure educational achievement defined as competence or mastery. It is relatively easy to collect statistics on school attendance and matriculation, and hence these have come into heavy use as indicators of educational attainment. (See table below for attendance standards of different states.)

ATTENDANCE REQUIREMENTS

STATES	COMPULSORY ATTENDANCE	ATTENDANCE PERMITTED	BASIS FOR EXEMPTION											FINES FOR VIOLATION			
			Employment At Age	Grade Completed	Local Decision	A	B	C	D	E	F	G	H	I	Jail (Days)	1st Offense	2nd Offense
ALABAMA	7-16				X	X	X					X	X			to \$150	
ALASKA	7-16		14		X	X	X	X		X	X	X		X	1	\$50-\$200	
ARIZONA	8-16	6-21			X	X	X			X				X		Yes	
ARKANSAS	7-15	6-21			X	X	X				X						
CALIFORNIA	6-16					X	X		X		X			X	5	\$125	\$125-250
COLORADO	7-16		14			X	X			X						\$20-100	
CONNECTICUT	7-16	5-21	14(g)	8(g)						X						\$5 (a)	\$5
DELAWARE	6-16	6-21	16				X			X				X		\$25	\$35
FLORIDA	7-16	7-21	14				X	X		X	X	X		X		\$10	\$15
GEORGIA	7-16				X	X	X				X			X		to \$100	to \$100
HAWAII	6-16		15			X	X			X				X	60	\$5-50	
IDAHO	7-16	6-21				X	X				X			X			
ILLINOIS	7-16					X	X			X	X			X	5	\$5-20	
INDIANA	7-16					X	X				X				60	\$10-200	
IOWA	8-15		14	8		X	X	X		X						\$5-25	
KANSAS	7-16					X	X			X							
KENTUCKY	7-16					X	X			X							
LOUISIANA	7-15					X	X					X		X	10	\$100	
MAINE	7-17	6-20(p)	15			X	X										
MARYLAND	6-16					X	X	X		X				X		\$50	\$50
MASSACHUSETTS	(b)		14	6		X	X									to \$20	
MICHIGAN	6-16					X	X			X		X		X			
MINNESOTA	7-16	5-21		10						X	X			X	30	\$50	
MISSISSIPPI																	
MISSOURI	7-16(c)		14			X	X								5-15	\$10-20	
MONTANA	7-15	6-20		8		X	X			X						\$5-20	
NEBRASKA	7-16		14(g)	8(g)		X	X			X							
NEVADA	7-17		14	8(d)	X	X	X	X				X		X			
NEW HAMPSHIRE	6-16		14			X								X			
NEW JERSEY	6-16	(a)	14			X	X					(f)				\$5-25	
NEW MEXICO	8-17		14				X		X					X			
NEW YORK	6-16					X								X			
NORTH CAROLINA	7-16						X										
NORTH DAKOTA	7-16		14(g)	8(g)	X	X	X			X						to \$100	to \$200
OHIO	6-16	5-21	14		X		X			X	X			X		\$100	
OKLAHOMA	7-16					X		X			X			X	10	\$50	
OREGON	7-16		16(g)	8(g)	X	X	X		X	X		(g)	X				
PENNSYLVANIA	8-17	6-21	16			X	X							X			
RHODE ISLAND	7-16															\$20	
SOUTH CAROLINA	7-16	6-21(h)		8(h)		X	X			X	X		X	X	30	to \$50	
SOUTH DAKOTA	7-16	5-21	16	8	X	X	X			X						to \$50	
TENNESSEE	7-16	6-21												(j)			
TEXAS	7-17	7-21	17	9(i)	X	X	X									\$5-25 (k)	\$10-50
UTAH	6-16		16	8	X	X	X			X		X				\$5-60	
VERMONT	7-16		15	6	X	X	X				X			X			
VIRGINIA	8-17	5-20(m)					X			X		X	X	X			
WASHINGTON	8-15	6-21	15			X	X			X							
WEST VIRGINIA	7-16	6-21(n)	Yes			X	X	X		X		X				\$3-20 (k)	
WISCONSIN	7-16	6-21(m)			X	X	X	X						X	90	\$5-90	
WYOMING	7-16	6-21				X	X							(l)(n)	10	\$5-25	

A. Mental Condition D. Academic Equivalency Test G. Great Distance
 B. Homeless E. Alternate Equivalent Education H. Parental Objection
 C. Court Decision F. Chronic Ill Health I. Other

Quality and Equality. Similar problems exist in defining and measuring educational quality. Thus, the education profession relies heavily on accreditation of schools (Western Regional Accreditation Commission) and on the use of certification and credentialing of teachers as a way to ensure quality of education (California Education Codes 1303 and 13188).

The existence of unequal educational opportunity, defined by Brown v Board of Education and other national policies to be an intolerable condition, is one of the reasons most often given for federal involvement in education. The "Equal Educational Opportunity Survey," typifies federal QOL monitoring efforts. As the results of this survey indicate, minority students suffer both objectively and subjectively from unequal opportunity as this term has come to be used (Mayeske et al, 1973). But beyond a very loose consensus of concern, there is no general agreement on what equal educational opportunity means (Thomas & Danner, 1974). For some it means availability of programs that meet the specific needs of educationally disadvantaged; for others it means equal levels of educational attainment; and for still others it means equal expectation of life success, often in terms of employment and salary. Added to this confusion is the lack of understanding how to measure quality, and hence equality (other than by the standard of academic attainment, which many believe to be the wrong measure), in terms of the cause and effect relationships between the inputs of education and its outputs. Hence it is understandable that such a difficulty exists in the monitoring of educational quality and equality, and why, as exemplified by Elementary and Secondary Act PL 93-380, many policies are written to improve an intolerable situation with remedial actions but without a clear-cut definition of the minimum threshold nor with guidelines for measuring the extent to which such conditions are experienced.

Higher Educational Concerns. While standards exist to specify minimum levels for quality in various fields of higher education and professional training, these were considered beyond the scope of this exploratory study. Thus, we only observe that the general form and style of such standards seem to parallel those which exist for basic educational concerns. Many of the same types of issues discussed above apply equally well to higher educational concerns (see, for example, National Commission on the Financing of Postsecondary Education, 1973).

SOCIAL SECTOR, EDUCATION MATRIX - References

1. Executive Office of the President, Office of Management and Budget, Social Indicators, 1973, U. S. Government Printing Office, Washington, D. C. (1973).
2. Equality of Educational Opportunity Survey, mandated by PL 93-380, Title I of the Elementary and Secondary Education Act of 1965.
3. Ibid.
4. National Education Association statistic.
5. National Institute of Education Survey, conducted by W. W. Wilms, University of California, Berkeley, California (1974). Reported in the Redwood City Tribune (21 November 1974).
6. Gallup Poll (1974).
7. "A Head Start for College," San Francisco Chronicle (19 December 1974).

SOCIAL SECTION

ISSUE: Crime
- Safety from crime

<u>B₁ Basic Need/Threshold</u>	<u>B₂ Security</u>	<u>B₃ Equal Access</u>	<u>B₄ Ability to Influence</u>
Concern: What is the threshold for availability of adequate protection from crime?	Concern: What measures provide security that the minimum will be met?	Concern: What portion of the population is provided adequate protection?	Concern: To what degree is the individual able to influence assurance of safety from crime?
• <u>Penal Code California</u> - Defines specific crimes and punishments (B1-S-G3-3-4-Y-N) • <u>Seven major crime categories in hierarchical order</u>⁶ 1. Murder 2. Rape 3. Aggravated assault 4. Burglary 5. Car theft 6. Larceny 7. Robbery • <u>Penal Code California 187 - Murder</u> - Unlawful killing of a human being with malice aforethought (B1-S-G3-3-4-Y-N) • <u>Penal Code California 240 - Assault</u> - Unlawful attempt coupled with a present ability, to commit a violent injury on the person of another (B1-S-G3-3-4-Y-N)	• <u>Art. 4 - U.S. Constitution</u> - Right of the people to be secure in their persons, houses, papers against unreasonable searches and seizures (B2-F-G3-1-4-N-N) • <u>U.S. Constitution - 10th Amendment</u> - Denies general police powers to the Federal Government and reserves them for the states or local government (B2-F-G3-1-4-N-N) • <u>Bill of Rights</u> - Congress gave the responsibility and authority for protection of persons and property to the state and to representatives of local government (B2-F-G3-3-2-Y-N) • <u>Article 11 - Sec. 5b California Constitution</u> - All city charters shall provide for by the laws of this state, the constitution regulation, and government of the city police force (B2-S-G3-1-5-N-N) • <u>Omnibus Crime Control & Safe Streets Act - 1968</u> - Provides funding to develop and adopt plans to improve state and local problems (B2-F-G3-1-5-N-Y) • <u>Public Law 93-83</u> - All states must have a comprehensive program for improvement of juvenile justice (B2-F-G3-1-5-N-N)	• <u>U.S. Constitution</u> - Everyone is given the right to life, liberty, and the pursuit of happiness (B3-F-G3-1-7-N-N) • <u>Civil Rights Act</u> - Prohibits discrimination (B3-F-G3-3-4-Y-N) • <u>Equal protection</u> - Supreme Court has held that a state can't discriminate on the basis of a person's sex (B3-F-G2-1-4-N-N) • <u>Equal protection when threatened by violator</u> • <u>5th Amendment - U.S. Constitution</u> - Equal rights when accused of being the violator (B3-F-G3-3-4-N-N)	• <u>Public Law 93-83 National Advisory Commission on Criminal Justice Standards and Goals</u> (1971) - Formulating, for the first time, national criminal justice standards and goals for crime reduction and prevention at the state and local level (B4-F-G3-1-5-Y-Y) • <u>Public Law 93-83</u> - Establishment of Criminal Justice Coordinating Council for local governments with a population of 250,000 or more to assure improved planning of law enforcement and criminal justice activities (B4-F-G3-3-5-Y-Y) • <u>Citizen's arrest</u> • <u>Police Department's citizens education programs on security measures</u> • <u>Right to bear arms</u> + When asked if you would favor or oppose a law which would require a person to obtain a police permit before he or she could buy a gun, 1,099 out of 1,500 were in favor (Roper Public Opinion Research)⁵

SOCIAL SECTOR

ISSUE: Crime (continued)
- Safety from crime

<u>B₁ Basic Need/Threshold</u>	<u>B₂ Security</u>	<u>B₃ Equal Access</u>	<u>B₄ Ability to Influence</u>
● <u>Penal Code California</u> <u>261 - Rape</u> - Sexual intercourse with a female by fraud, or force, or against her will. Any sexual penetration is sufficient to complete this crime (B1-S-G3-3-4-Y-N)	● <u>President Commission on Law Enforcement and Administration of Justice</u> - 911 designated as a nationwide telephone number giving the public direct access to an emergency answering center (B2-F-G3-1-7-N-N) ● <u>Civil Rights Act of 1866</u> - Gives civil and criminal remedies against federal law enforcement officers who deny an individual of his civil rights (B2-F-G3-3-4-Y-N) ● Preventive detention by keeping criminals off the streets ● Protective Services Police Force Sheriffs Office FBI ● Physical protection Child abuse Drunk driving Narcotic users + Evaluations of overall Federal, State, and Local Law Enforcement Official's performance, by demographic characteristics, 1970--nationwide, all regions, 60% thought they were doing a good job¹ + 58%, nationwide, support heavier sentence for those committing armed offenses (Gallup, 1969)² ● <u>Penal Code California</u> <u>Revision of Rape Laws (1974)</u> - Protects rape victims from intimidating questions about their sex lives (B2-S-G3-3-4-Y-N) ● <u>Penal Code - Michigan</u> <u>Revision - (1974)</u> - Provides that a rape victim need not prove she resisted to the utmost (B2-S-G3-3-4-Y-N)	● <u>California Government Code - 53100</u> - Every local public agency shall establish and have in operation by December 1982, a "911" emergency telephone system (B3-S-G3-1-7-N-N)	+ Public attitudes toward reducing crime--more police - 29% - reforming courts for fairer and speedier justice - 45% - improving jails, more people rehabilitated - 39% - longer and tougher prison terms - 34% - stricter discipline over children by parents - 42% cleaning up slums and ghettos - 54%⁶

SOCIAL SECTION

ISSUE: Crime (continued)
- Safety from crime

B ₁ Basic Need/Threshold	B ₂ Security	B ₃ Equal Access	B ₄ Ability to Influence
	* Rate per 100,000 females in U.S. in 1972, there were 43.5 forcible rapes reported compared to 23.5 reported in 1965¹		+ In a recent Roper survey of 1,504 people, 748 thought that pornography lead people to commit rape
	* In 1971, there were 2,359 persons under 18 years of age arrested for forcible rape, and 8,801, 18 years and over (nationwide)⁴		
	* Colleges and universities, nationwide, are providing security on campuses to protect women students from rape (B2-NCI-3-1-Y-N)		
	* Midwest's Big Ten universities had more than 200 reported rapes on campuses in the last three years		
	* Serious crime in the nation during 1973 climbed 5% above 1972 level with a 16% spurt in final quarter of 1973, 13% increase in 1st quarter of 1974		
	* Rate of victimization for violent crime was 358 per 100,000 population compared to <u>reported</u> rate of 198¹⁰		
	+ When asked "What's behind the high crime rate in the U.S.?" 25% thought that laws are too lenient/penalties not stiff enough; -23% responded the lack of religion; television and movies glamorize crime; and overpopulation (Gallup Poll, 1972, 21 years and older)¹¹		
	+ Americans rate progress over last 2 years in combatting crime: - much progress - 2% - some progress - 19% - stood still - 24% - lost some ground - 29% - lost much ground - 23% (State of the Nation Poll 1974)¹²		
	+ Degree of public concern about major national issues ranks amount of violence in American life 91 and crime in this country 90 (composite scores) ranking 3rd and 2nd	B-74	

SOCIAL SECTOR

ISSUE: Crime (continued)
- Safety from crime

<u>B₁ Basic Need/Threshold</u>	<u>B₂ Security</u>	<u>B₃ Equal Access</u>	<u>B₄ Ability to Influence</u>
	+ 43% of the population is afraid to walk near home at night; 46% of the homes contain at least one gun; at least 8% experienced crime in their own homes¹⁴ + Public opinion on government spending to combat crime should be - increased 64%; kept at present level - 24%; reduced - 6%; ended altogether - 1%¹⁵ + In the nation's five largest cities, actual crime outran reported violations 2 to 5 times. Respondents' reasons for not reporting crimes: 34% - nothing could be done, they lacked proof; 28% - was not important enough; 8% - police wouldn't want to bother; 7% - reported to other than police; 5% - too inconvenient; 4% - private matter; 2% - feared reprisal¹⁶ (1974) (Bureau of Census)		

SOCIAL SECTOR

ISSUE: Crime

- Safety from crime

R ₁ Basic Need/Threshold	R ₂ Security	R ₃ Equal Access	R ₄ Ability to Influence
Individual security from unlawful seizure • <u>Penal Code California 211 - Robbery</u> - Felonious taking of personal property in the possession of another • <u>Penal Code California 459 - Burglary</u> - Unlawful breaking or entering with intent to commit a felony or a theft • <u>Penal Code California 484 - Larceny</u> - Theft of \$50 and over in value which is not taken by force, violence, or fraud • <u>Penal Code California 314 - Indecent Exposure</u> - Exposes his person or private parts in public place where other persons are present • <u>Penal Code California 311 - Obscene Matter</u> - Distributing to minors, advertising and promotion of obscene matter • <u>Penal Code California 240 - Libel</u> - A malicious defamation, expressed either by writing, printing, or by signs or pictures, to impeach the honesty, integrity, virtue, or reputation of a person • <u>Penal Code California 258 - Slander</u> - A malicious defamation, orally uttered • <u>Penal Code California 415 - Disturbing the Peace</u> - Disturbance of public meetings or causing a riot, or threat of violence by 2 or more persons (M1-S-G3-1-4-Y-N) (includes all of R₁)	• Availability of life, theft, fire and auto insurance from private insurance companies * The largest amounts of arrests made throughout the nation in 1971 were for larceny-theft rate per 100,000 - 434.2, and burglary-breaking or entering rate per 100,000 - 202.9 (FBI statistics - 18 75% of U.S. population) * As unemployment rises, so does the number of new prison admissions each year (Library of Congress study)		• Theft insurance rates go up when the crime rate goes over a certain %

SOCIAL SECTOR

Crime

REFERENCES FOR OBJECTIVE (*) AND SUBJECTIVE (+) DATA

1. + Sourcebook of Criminal Justice Statistics. Table 2.5, p. 134 (1973).
2. + Gallup Poll (1969).
3. * Federal Bureau of Investigation, Uniform Crime Reports (1973).
4. * Ibid.
5. + Roper Poll.
6. + Watts and Free, State of the Nation (1974).
7. + Roper Poll (1974).
8. * "Why Students are More Vulnerable to Rape," New York Times (February 1975).
9. * Gallup Poll
10. * U. S. Department of Commerce, Social Indicators (1973).
11. + Gallup Poll (1972).
12. + Watts and Free, op. cit.
13. + Ibid.
14. + Roper Poll (1974). National adult sample of 1,484 respondents.
15. + Watts and Free, op. cit.
16. + Census Bureau (1974).
17. + State of the Nation Poll, 1974.
18. * Federal Bureau of Investigation, Uniform Crime Reports (1972).

SOCIAL SECTOR

ISSUE: Criminal Justice Process

<u>B₁ Basic Need/Threshold</u>	<u>B₂ Security</u>	<u>B₃ Equal Access</u>	<u>B₄ Ability to Influence</u>
Concern: What are the thresholds for quality and availability of an adequate Criminal Justice Process?	Concern: What measures provide security that the minimum will be met?	Concern: Is the due process of law guaranteed to everyone?	Concern: To what degree is the individual able to influence availability and quality of the Criminal Justice Process?
<u>Just Treatment for the Accused</u> • Right to trial by an impartial jury • Assistance of counsel • Attendance of witnesses on behalf of the defendant • Be present at trial with counsel (B1-F-S-G1-1-4-Y-N) • <u>Calif. Constitution - Art. 1</u> - A person cannot be tried twice for the same crime - Be a witness against himself - Be deprived of life, liberty, or property without due process of the law (B1-F-S-G1-3-4-Y-N) • The rights of defendants are fundamental interest which the Supreme Court has protected (Sullivan 1971) (B1-F-G3-4-Y-N) • <u>Miranda Ruling of 1966</u> - Statements made during police interrogation cannot be used as evidence unless a defendant was advised of his rights to remain silent and have a lawyer present during questioning (B1-F-S-G3-3-4-Y-N) • <u>Supreme Court Ruling (1975)</u> - Gives prosecutors new power to use improperly obtained evidence to discredit the testimony of criminal defendants. Does not abandon fundamental rule of Miranda ruling but allows lawyers to present materials to discredit a witness' testimony (B1-F-G3-4-Y-N)	• <u>4th Amendment U.S. Constitution</u> - Right to trial by jury (B-2-F-G3-1-4-N-N) • <u>Bail Reform Act (1966)</u> - Provides for pre-trial release of persons accused of noncapital crimes (B3-F-G1-3-7-Y-N) • <u>5th Amendment - U.S. Constitution</u> - Excessive bail, fines, or punishment prohibited (B2-F-G1-3-4-Y-N) • <u>Penal Code California 858</u> - Magistrate to inform defendant of the charge and right to counsel when he is brought before him upon arrest (B2-S-G3-3-7-N-N) • <u>U.S. Const. - Art 1 Section 9</u> - The privilege of the writ of habeas corpus shall not be suspended, unless when in cases of rebellion or invasion the public safety may require it (B2-F-G-3-3-4-Y-N) • <u>Penal Code California 1096</u> - A defendant in a criminal action is presumed innocent until he is proven guilty (B2-S-G3-7-Y-N) • <u>14th Amendment - U.S. Constitution</u> - A defendant cannot be a witness against himself (B2-F-G1-3-7-Y-N) • <u>American Bar Association 1.1 - Speedy Trial</u> - Requires that criminal trials should take precedence over civil trials, and jailed defendants be tried before those on bail (B2-F-G3-2-1-Y-N)	• <u>Criminal Justice Act</u> - All defendants have the right of representation by a private attorney or Legal Aid Society attorney (B3-F-G1-1-7-N-N) • <u>Penal Code California 1896</u> - Every person unlawfully imprisoned or restrained of his liberty, under any pretense whatever, may prosecute a writ of habeas corpus to inquire into the cause of such imprisonment or restraint (B3-S-G3-3-4-Y-N) • <u>5th Amendment - U.S. Constitution</u> - Citizens must be warned prior to interrogation of their rights to remain silent, and right to counsel. Failure to do so makes information inadmissible in later criminal proceedings (B3-F-G1-3-4-Y-N)	• <u>5th Amendment - U.S. Constitution</u> - Guarantee against self-incrimination applies only to "testimonial" actions. Handwriting samples, blood tests and appearance, repeating words in a police lineup, do not violate the 5th amendment (B4-F-G1-3-7-N-N)

SOCIAL SECTOR

ISSUE: Criminal Justice Process (continued)

B ₁ Basic Need/Threshold	B ₂ Security	B ₃ Equal Access	B ₄ Ability to Influence											
- Existing correctional institutions for imprisonment of persons convicted of serious crimes in California - Calif. State Prisons at San Quentin & Folsom - Institution for Men - Vocational Institution - Training Facility - Medium Security Prison - Correctional Institution - Industrial Farms and Road camps - Special Security Facility - Institution for Women - Federal Youth Center - Calif. Rehabilitation Center (exclusively for narcotics addicts committed through civil court procedures) (B1-S-G3-3-4-Y-N)	<u>Penal Code California 2652</u> - Cruel and unusual punishment not permitted in prisons (B2-S-G3-1-7-N-N) <u>USC 4042 Public Law 90-317</u> - Improve correctional services to those convicted of violations to reduce recidivism (B2-F-G3-1-7-N-N) - Dept. of Corrections (Calif.) is responsible for 28,000 men and women in institutions, another 15,000 under supervision of parole agents - In California, the number of sentenced defendants and actual % placed on probation by area:<table><tr><td>Northern</td><td>395</td><td>60 %</td></tr><tr><td>Eastern</td><td>381</td><td>58.5%</td></tr><tr><td>Central</td><td>1,374</td><td>61.7%</td></tr><tr><td>Southern</td><td>908</td><td>53.4%</td></tr></table> (1970 Sourcebook-Criminal Justice)	Northern	395	60 %	Eastern	381	58.5%	Central	1,374	61.7%	Southern	908	53.4%	- In Federal Prison System inmate population has increased from 21,430 in 1972 to 23,300 in 1974. The system is 3,400 over capacity - Death Penalty - 64% in favor, 36% opposed. Majority support among all population groups. Non-white and young people closely divided (Gallup Poll 1974) 37% believe the main emphasis in most prisons is to protect society; 73% think that the emphasis should be to rehabilitate the prisoners (1970 Gallup Poll)
Northern	395	60 %												
Eastern	381	58.5%												
Central	1,374	61.7%												
Southern	908	53.4%												

(B1-S-G3-3-4-Y-N)

SOCIAL SECTOR

ISSUE: Criminal Justice Process (continued)

<u>B₁ Basic Need/Threshold</u>	<u>B₂ Security</u>	<u>B₃ Equal Access</u>	<u>B₄ Ability to Influence</u>
	* In California, 1970, there were 8,692 males, 560 women, and 40 juveniles arraigned and awaiting trial¹ + Belief that elapsed time from arrest to trial is excessive, nationwide, 78% though² there was too long a time² • <u>Legal Aid Bill (1974)</u> - Provides local poverty law firms with funds to represent the poor in ordinary day-to-day legal difficulties (B2-F-01-3-7-N-N-) • <u>American Bar Association Standards</u> <u>Fair Trial and Free Press</u> - Specifies types of pre-judicial information which lawyers in a case should not release to press - Encourages court and law enforcement to follow similar rules to avoid prejudice to accused - Basic facts about crimes committed should be released promptly to the press - Press free to publish information obtained on their own		
<u>Conviction and Confinement</u>			
• <u>Penal Code California</u> <u>4000 - County Jails</u>	• <u>Penal Code California</u> <u>4001 - County Jails</u>		• <u>Penal Code California</u> <u>2920</u>
- Persons charged with crime and committed for trial - Detention to secure their attendance as witnesses in criminal cases - Persons committed for contempt, or upon civil process - Persons sentenced to imprisonment therein upon conviction for a crime	County jails must provide separate rooms for persons: - Committed on criminal process and detained for trial² - Already convicted and held under sentence - Detained as witness for civil process or contempt - Males separately from females (B2-S-G3-3-7-N-N)		- Time credit reductions from term of confinement for good behavior (B4-S-G3-3-5-Y-N) • In 1972, State Supreme Court held the death penalty unconstitutional. January 1974, a limited death penalty in effect now (B4-S-G2-3-4-Y-N)
(B1-S-G3-3-4-Y-N)			

SOCIAL SECTOR

ISSUE: Criminal Justice Process

H₁ Basic Need/Threshold

Just Treatment for the
Accused

H₂ Security

H₃ Equal Access

H₄ Ability to Influence

- Right to a speedy, public trial

(M2-F-G1-1-7-N-N)

- Art. I, Sec. 7, Calif. Const.

- In civil actions three fourths of a jury may render a verdict. Need 12 jurors unless both parties agree to less.

(M2-S-G1-1-7-N-N)

- Bail Reform Act

- A person may be released on his personal recognizance, or by putting up bail in the amount specified by the judicial officer. Exceptions include crimes punishable by death

(M2-F-G1-3-7-N-N)

- Bail Reform Act

- Discourages use of money bail requiring judge to seek other means to insure defendant would appear at his trial

(M3-F-G1-3-7-N-N)

- Article 4, Sec. 2, U.S. Const.

- A person must return to the state having jurisdiction of the crime

(M2-F-G1-3-7-Y-N)

- 8th Amendment, U.S. Const.

- Excessive bail shall not be required, nor excessive fines be imposed, nor cruel and unusual punishments inflicted

(M2-F-G1-3-7-N-N)

- 5th Amendment, U.S. Const.

- Guarantees that a person cannot be tried before Federal or state court more than once for the same crime

(M2-F-G1-3-4-Y-N)

- * With the passing of the Legal Aid Bill, Legal Services lawyers are no longer permitted to file actions in connection with desegregation, labor or abortion cases

SOCIAL SECTOR

ISSUE: Criminal Justice Process (continued)

^{H₁} Basic Need/Threshold	^{H₂} Security	^{H₃} Equal Access	^{H₄} Ability to Influence
<u>Conviction and Confinement</u> • <u>Adult Authority Head Calif. 1975</u> - New policy for immediate granting of tentative parole dates to majority of California's 25,000 convicts within 1 year's time (N2-S-C3-3-1-Y-Y) • 1971 plan to control violence in prisons, 70% of the convicts received parole dates, compared to 1974 when only 20% received parole dates • <u>NAC Corrections Standard 5.6</u> - Prompt confinement of probationers who exhibit behavior that is a serious threat to themselves and others (N2-F-C3-3-5-Y-N)			• 5 year follow-up studies indicate that about one-half of the inmates released from correctional institutions in California do not return¹⁰ • Nearly 90% of men and women released from correctional institutions and camps are required to undergo a period of parole supervision¹¹ • More than 2,000 private citizens volunteers are in institution and parole programs¹² • Drug prevention grant offering women prisoners communication classes and chance to narrate TV public service announcements on drugs, child abuse, and jobs for ex-convicts (W4-C-1-1-7-N-N)

SOCIAL SECTOR

Criminal Justice Process

REFERENCES FOR OBJECTIVE (*) AND SUBJECTIVE (+) DATA

1. * American Bar Association, American Criminal Law Review (Fall 1974).
2. + Louis Harris and Associates Poll (1970).
3. * Sourcebook of Criminal Justice (1970).
4. * California Corrections Program Summary.
- 5.. * American Bar Association, op. cit.
6. + Gallup Poll (1974).
7. + Gallup Poll (1970).
8. * "Legal Agencies Face Changes," San Francisco Chronicle (5 August 1974).
9. * "New Head of Adult Authority Changes in Parole," San Francisco Chronicle, (18 February 1975).
10. * California Department of Corrections, Programs and Security Control.
11. * Ibid.
12. * Ibid.

SECTOR: SOCIAL
FREEDOM TO BE

Only the HIGHER issues
and concerns were considered

H ₁ Threshold Level	H ₂ Security	H ₃ Equal Access	H ₄ Ability to Influence
SELF EXPRESSION	• <u>U.S. Constitution - Art. I</u> - All citizens have the right to the freedom of speech, press, assembly, petition and religion		• <u>National Labor Relations Act</u> - Allows certain employees to present their grievances to their employers
• Freedom of - worship - liberty of conscience - speech - press - assembly	• <u>U.S. Constitution- Amend-ment I - Religious Freedom</u> - No law can be made to establish an official church for all Americans or prohibit free exercise thereof		• <u>Fair Credit Report Act of 1971</u> - Law requires credit reporting firms to disclose most of the information in their files to consumer (medical data may be withheld)
+ Twice as many Americans believe religion is increasing its influence on society - 31% today to 14% in 1970¹	(H2-F-G1-1-4-Y-N) • <u>U.S. Constitution - Art. VI</u> - A person's religious beliefs are no indication of his patriotism, his ability, or right to serve his country		(H4-F-G1-3-Y-N) (H4-F-G3-1-4-Y-Y)
• <u>Supreme Court Ruling (1974) on Obscenity</u> - Local, not national, standards apply in judging whether books and movies cross the obscenity line	(H2-F-G1-2-4-Y-N) • <u>California Penal Code 653</u> - Obscene telephone calls with the intent to annoy another person		
(H1-F-G1-3-4-Y-N) • Disturbing the Peace	• <u>California Penal Code - 314 Nudity</u> - Forbids public exposure of private parts of people - Assisting any person to expose himself - Partaking in any model artist exhibition - Exciting people by vicious or lewd acts		• <u>California Penal Code 3185-6</u> - City and county ordinances may set degree of nudity allowed in public performances and nudity of employees of an eating and/or drinking establishment
(H1-S-G1-3-4-Y-N) • <u>Cigarettes & Alcoholic Beverages Laws - age requirements</u> - Anyone 18 years and over may purchase cigarettes - Anyone 21 and over may purchase alcoholic beverages	(H2-S-G3-3-4-Y-N) • <u>California Supreme Court</u> - Ruled unanimously that nudity, or nudity for the purpose of sexual excitation does not constitute the crime of indecent exposure in California. It is considered a public nuisance rather than a heinous crime		(H4-S-G2-3-4-Y-N)
(H1-S-G3-3-4-Y-N) • Use of drugs prohibited	(H2-S-G1-3-4-Y-N)		

SECTION: SOCIAL

FREEDOM TO BE (continued)

H ₁ Threshold Level	H ₂ Security	H ₃ Equal Access	H ₄ Ability to Influence
Prostitution			
• Prostitution is currently a crime in every state except Nevada. The statutes explicitly apply only to females, ignoring the fact that males and homosexuals can be prostitutes (N1-S-G3-3-4-Y-N)	• <u>Mann Act of 1910</u> - Prohibits interstate transportation of women for immoral purposes (N2-S-G3-3-3-4-Y-N) • <u>California Penal Code 266</u> - Protects female minors from being enticed for prostitution - An adult female without consent - Compel a female to live illicitly with another man and receive money for this - To sell females for illicit use - Place wife in a house of prostitution (N2-S-G3-3-4-Y-N) • In 57 cities over 250,000 population, there were 45,416 arrests for prostitution and commercial vice in 1971² • <u>California Penal Code</u> - It is a felony to entice an unmarried, minor female of previous chaste character, or take a woman without her consent for the purpose of prostitution (N2-S-G3-3-4-Y-N) + The courts have said that arbitrary and unfair law enforcement under the vagrancy and loitering statutes is opposite to concepts of due process, equal protection and individual liberty³	• <u>California Penal Code 647</u> - It is not illegal to be a prostitute, but if apprehended while soliciting or engaging in prostitution, she may be prosecuted as a vagrant under disorderly conduct statute (N3-S-G3-3-3-Y-N) + Judicial ruling that male clients of prostitutes can be arrested along with prostitutes. Merely citing the men caught with women violates the women's civil rights (Calif. 1975)⁴	• <u>Red Light Abatement Act</u> - Considers a place of prostitution as a nuisance and outlines procedures to close it down (N4-S-G1-3-4-Y-N) • <u>Coyote</u> - Nationwide organization numbering 8,500. A coalition of prostitutes, ex-prostitutes and friends. Goal is not to legalize but to decriminalize prostitution • <u>American Civil Liberties Union</u> + Attitudes regarding how police should react to vice/gambling, nationwide, 79% women, 70% men thought they should stop interfering⁵

PROTECTION OF PRIVACY

• <u>4th Amendment - U. S. Constitution</u> - Search and seizure provisions (N1-F-G3-3-4-Y-N)	• <u>California Penal Code 1523</u> - Requires a search warrant in order to search privately owned property (N2-S-G3-3-4-Y-N)	• <u>U.S. 388 (1971)</u> - Civil relief in the form of money damages awarded for gross intrusion of person's home by federal narcotics agents (N4-F-G2-4-Y-N)
--	--	--

SECTOR: SOCIAL

FREEDOM TO BE (continued)

<u>N₁ Threshold Level</u>	<u>N₂ Security</u>	<u>N₃ Sexual Access</u>	<u>N₄ Ability to Influence</u>
Protection of Privacy (continued) ♦ Olmstead v. U.S.-277 (1920) - "The right to be let alone" is the most comprehensive of rights and most valued by civilized man (Justice Brandeis)⁶ <u>Privacy</u> - Detention of a defendant's mail by Post Master pending conclusion of statutory proceedings - Only after authority of the Post Master General or a person holding a search warrant, authorized by law, may open any letter or parcel of first class (H1-S-G3-2-4-Y-N) • <u>Sexual Freedoms</u> Legal bans against sexual activities: - Between two persons of opposite sex in marriage (e.g., anal, oral) - Between two persons of same sex (homosexuality, lesbianism) • <u>Proposed Reforms-Homosexual</u> - Private consensual sex acts between persons over the age of consent shall not be offenses - Solicitation for any sexual act shall not be an offense except upon the filing of a complaint by the aggrieved party, not a police officer or agent	• <u>California Penal Code 830</u> - Prohibits wire tapping (H2-S-G3-4-Y-N) • Great majority of police searches and seizures are made without a search warrant, but within recognized exceptions to 4th Amendment requirement⁷ • <u>California Civil Code 4006</u> - Obscene, lewd matter, things, device is unlawful to send in the mail (H2-S-G3-1-4-Y-N) • <u>California Civil Code - Title 18</u> - Protection of personal and all other mail from being embossed by a postal worker (H2-S-G3-1-4-Y-N) • <u>Omnibus Crime Control Act</u> - Prohibits private electronic surveillance and strict limitations by public law enforcement personnel • <u>Proposed Reforms for Homosexuals</u> - Neither the police department nor any other government agency shall keep files solely for the purpose of identifying homosexuals - The practice of harrasing bars and other establishments and of revoking their licenses because they cater to homosexuals cease	• <u>U.S. Code 4057</u> - Upon the approval of the Postmaster General, first class mail may be opened (H6-F-G1)	• <u>Homosexual Organizations</u> - Society for Individual Rights - Gay Information Center - Whitman Radclyffe Foundation - Daughters of Bilitis • <u>AB 489 - 1975 (California)</u> - Legal bans against many sexual activities between consenting adults would be removed if this bill passes (H4-S-G1-3-1-Y-N) • Amendment to 1964 and 1968 Civil Rights Acts before Congress to strengthen the rights of homosexuals (1975)

SECTOR: SOCIAL

FREEDOM TO BE (continued)

<u>R₁</u> Threshold Level	<u>R₂</u> Security	<u>R₃</u> Equal Access	<u>R₄</u> Ability to Influence
Proposed Reforms - Homo- sexual (continued) - A person's sexual orientation or practice shall not be a factor in the granting or renewing of federal security clearance, visas, and the granting of citizenship - Service in and discharge from the armed forces and eligibility to VA benefits shall be without reference to homosexuality - A person's sexual orientation or practice shall not affect his eligibility for employment with federal, state or local governments (Society for Individual Rights)	Proposed Reforms for Homo- sexuals (continued) - The registration of sex-offenders shall not be required - City ordinances involving sexual matters shall be rescinded and these matters left to state legislators (Society for Individual Rights)		

SOCIAL SECTOR

Freedom to Be

REFERENCES FOR OBJECTIVE (*) AND SUBJECTIVE (+) DATA

1. + Gallup Poll
2. * Social Indicators, 1973, U.S. Dept. of Commerce
3. + Coyote publication, October 1974
4. * Court Ruling, March 1975 (California) S. F. Chronicle
5. + Criminal Victimization in the U.S., P. H. Ennis
6. * Olmstead v US 277, U.S. Supreme Court
7. * Right to be Let Alone, report by Santa Clara University

SECTOR: SOCIAL

ISSUE: Family

B ₁ Threshold Level	B ₂ Security	B ₃ Equal Access	B ₄ Ability to Influence										
<u>MARRIAGE</u>													
• Marriage is a recognized institution which establishes a family + Disagree that marriage is becoming obsolete: Noncollege youth - 62% College youth - 67%¹ + Looking forward to being legally married: Noncollege youth - 48%² College youth - 53%² + 85% white respondents felt marriage was happier if there were children, only 8% men and 6% women believed it is happier without children (Gallup Poll 1973)³ + Activities thought morally wrong: <table><tr><th>Noncollege Youth</th><th>College Youth</th></tr><tr><td>1973 - 1969</td><td>1973 - 1969</td></tr><tr><td>Abortion 48% - 63%</td><td>32% - 36%</td></tr><tr><td>Relations between consenting homosexuals 47% - 72%</td><td>25% - 42%</td></tr><tr><td>Casual premarital sex 34% - 58%</td><td>22% - 34%⁴</td></tr></table> * The largest missing persons detective agency in the country reports that this year, for the first time, it is searching for more wives (1,136) than husbands (989) who have run away from home⁵	Noncollege Youth	College Youth	1973 - 1969	1973 - 1969	Abortion 48% - 63%	32% - 36%	Relations between consenting homosexuals 47% - 72%	25% - 42%	Casual premarital sex 34% - 58%	22% - 34% ⁴	• Marriage is a solemn commitment between a man and a woman only to be broken by legal action • California Civil Code 4201 - Marriage solemnized by judge, commissioner, of a court of record or justice, priest, minister or rabbi, all of whom are 18 or older (B2-S-G3-3-7-Y-N)	• <u>Eligibility for Marriage</u> - Any person who is 18 or older may consent to marry. Minors must have consent of parents and court. Both parties must pass a syphilis test (B3-S-G3-3-7-Y-N) • California Civil Code 4201 - Obtain a license and present certificate stating that both parties have passed a test, within last 30 days for syphilis. Women must also have had a test for rubella (B3-S-G3-3-7-Y-N) • The state of marriage only applies to a man and woman of 18 years of age or older • Some geographical areas prohibit interracial marriages • California Civil Code 4213 - When unmarried persons, not minors, have been living together, they may, without a license, be married by a clergyman without obtaining health certificates (B3-S-G3) • California Civil Code 5101 - Husband is the head of the family. He may choose any reasonable place or mode of living and the wife must conform thereto. Repealed effective Jan. 1975 (Inconsistent with the Equal Rights Amendment) (B3-S-G1-3-7-Y-N)	• California Civil Code 4201 - Persons under 18 must have the consent of their parents and the court to marry (B4S-G3-3-7-Y-N) • Courts - legal action • California State Commission for the Status of Women • Institute for Social Research Study 1972-73 - Satisfied with their lives: married, bet. 18 and 29 with no children--women 80%, men 72%; married, over 29 with no children--women 68%, men 75%; married, youngest child bet. 5 and 17--women 68%, men, 65%. Least satisfied--divorced women 32%, men 42%⁶ * In 1974, for the first time in 16 years, the U.S. marriage rate declined to 10.5 per 1000 population, a decrease of 3.7%. Divorces rose 4.5% to 4.6% per 1000 population⁷ + Fewer than 1/2 of non-college women to 2/3 of those in college believe that women are discriminated against and that "women's place is in the home" is nonsense: age group--16 to 25--1974 (Opinion Research Organization)⁸ + Against having children outside formal marriage: Minority youth - 44%⁹ White youth - 61%⁹
Noncollege Youth	College Youth												
1973 - 1969	1973 - 1969												
Abortion 48% - 63%	32% - 36%												
Relations between consenting homosexuals 47% - 72%	25% - 42%												
Casual premarital sex 34% - 58%	22% - 34% ⁴												

I-49

SECTOR: SOCIAL

ISSUE: Family

B₁ Threshold Level

B₂ Security

B₃ Equal Access

B₄ Ability to Influence

* 1972 - 78% of white males 20 years or over were married and living with their wives--61% for black males¹²

Divorce

• Eligibility for Divorce:

- There are two grounds for divorce; irreconcilable differences which cause irremediable breakdown of marriage, and incurable insanity, which must be established by a competent medical authority

(B1-S-G)-7-Y-N)

• California Civil Code 4530 - Divorce

- One of the parties must have been a California resident for six months and a county resident for three months preceding filing of petition in the county

(B1-S-G)-3-7-Y-N)

• Eligibility for Divorce

- There are two grounds for divorce

(B4-S-G)-3-4-Y-N)

• California Civil Code 4514

- Final judgment dissolving marriage is issued six months from the date of service of a copy of summons and petition

(B4-S-G)-3-4-Y-N)

• California Penal Code 269A

- Every person who lives in a state of cohabitation and adultery is guilty of a misdemeanor which is punishable by a fine up to \$1,000, or jail up to a year, or by both

(B1-S-G)-3-7-Y-N) *

* During 1973 there were 2,857 marriages performed pursuant to California Civil Code 4213 (unmarried persons having lived together as man and wife can be married by a clergyman without a license)¹⁰

+ College students are more interested in living in a commune for a short term --28% to 21% noncollege¹¹

Annulment

• Eligibility for Annulment

- May be granted for the following reasons: incapability of consent at time of marriage; bigamy; either person of unsound mind; consent of either person obtained by fraud or force; physical incapacity for sexual relations and appears incurable; incest. A judicial pronouncement is sought to declare the marriage invalid

(B2-S-G)-7-Y-N)

• New trends in alimony awards:

- Fewer women are asking for alimony
- Many judges are refusing it to young women without children
- Awarded for limited period
- Women are being ordered to share costs of child support

• Community property must be divided equally in California

(B4-S-G)-3-4-Y-N)

* U.S. Census Bureau survey recorded 925,000 divorces in 1974--up 200,000 from 1972¹³

* About 112,900 dissolutions of marriage were reported in 1973 in California, an increase of about 7,100 or 7% from 1961¹⁴

• Alimony

* Judges and lawyers attribute increasing number of smaller settlements and "short term" alimony to Women's Liberation Movement¹⁵

SECTOR: SOCIAL

ISSUE: Family

<u>N₁ Threshold Level</u>	<u>N₂ Security</u>	<u>N₃ Equal Access</u>	<u>N₄ Ability to Influence</u>
MARRIAGE	• <u>Depository Institution Act Amendment 1974 Equal Credit Act</u> - When a creditor fails to comply, an aggrieved applicant may institute civil action for preventive relief (N2-F-G1-3-4-Y-H) • Fewer than 20% of U.S. colleges and universities provide family planning services for their students according to surveys of nearly 3000 institutions made by National Center for Health Statistics⁶	• <u>Depository Institutions Act Amendment 1974 - Equal Credit Act</u> - Prohibits discrimination based on sex or marital status for consumer credit or extensions of credit (N3-F-G1-3-4-Y-H)	• Head Start Program Day Care Centers for pre-school welfare children • Licensed non-profit day care centers for pre-school children of working mothers increased from 3.8 million in 1960 to 6 million in 1970. In 1962, Federal grants became available to states and localities. Between 1962 and 1965, \$3 million were devoted to improvement of state licensing and standards⁷ • According to the Labor Statistics Bureau, of the 4.6 million mothers who had children under 6 and were in the labor force in 1970, 2.3 million had children aged 3, 4, or 5 with none under 3, and the same number had less than 3-year olds¹⁸ • The American Bar Association has called on all states to eliminate existing legal restrictions on access to contraceptive information, procedures and supplies

SECTOR: SOCIAL
ISSUE: Children

^{B₁} Threshold Level	^{B₂} Security	^{B₃} Equal Access	^{B₄} Ability to Influence
CHILDREN			
• When a child is no longer a child--males and females 18 years and older	• <u>Welfare & Institutions Code 8234</u> - Provides for sterilization of certain inhabitants of mental hospitals (B2-S-G3-3-1-Y-N) • Children's Home Society and other state operated organizations provide care for unwed mothers and illegitimate children (B2-S-MC1) • In 1969, 10% of all births in the country were illegitimate, 29% were to girls 19 or younger out of wedlock³⁰ • Two thirds of the births to low income mothers occur in city and county hospitals, and one third are financed by Medicaid in voluntary hospitals. The average cost per pregnancy is \$971³¹ • <u>Law 290 - Attorney General-1970</u> - Non-therapeutic sterilization of prisoners is allowed with informed consent of prisoner (B2-S-G3-3-1-Y-N) • <u>California Civil Code 34.6</u> - Sterilization operations cannot be performed on minors without parental consent (B3-S-G3-3-1-Y-N) • California 1973 - More than one-fourth of the babies born to white teenagers and nearly three-fourths to black teens were illegitimate (up from 16.7% and 52.3% in 1966)²²	• <u>Health & Safety Code 1223</u> - Voluntary sterilization is legal. Clinics and hospitals that perform sterilization operations can't impose non-medical requirements such as age, marital status and number of children for contraceptive purposes (B-3-S-G3-7-Y-N) • For all races, the non-marital birthrate among 15-19 year olds, fell from 34.7% in 1970 to 22.2% in 1971 per 1,000 unmarried women in the 15 states that enacted abortion reform laws³³ • <u>California Civil Code 34.3</u> - A minor, regardless of age, may obtain an abortion without parental consent. Abortions are covered by states' welfare program through Medi-Cal with prior okay from Department of Health Care Services and must be performed in hospitals (B3-S-G3-3-7-Y-N)	• <u>Birth Control</u> • <u>Abortion Requirements</u> - Abortion is available to women of all ages, including minors • <u>Sterilization Requirement</u> - Anyone of legal age and minors with consent of parents (B4-S-G3) • <u>Welfare and Institutions Code 14010</u> - The parents of a child under 21 shall not be held financially responsible for health care or related services which child may consent under express provision of law (abortion, pregnancy, treatment for VD) (B4-S-G3-3-7-Y-N) • <u>Welfare Reform Act - 1971</u> - Family planning services to all former, current or potential recipients of childbearing age, 15-44, inclusive, without regard to marital status, age or parenthood. Minors do not need consent of parents (B4-S-G3) • <u>California Government Code 26806</u> - Law requires county clerk's or marriage license bureaus make available a list of county birth control clinics when applying for marriage license • <u>California Civil Code 34.5 Therapeutic Abortion Law-1967</u> - Three grounds: to protect physical and mental health of mother; rape; and incest

SECTOR: SOCIAL
ISSUE: Children (continued)

B₁ Threshold Level

B₂ Security

B₃ Equal Access

B₄ Ability to Influence

CHILDREN

- In 1972, there were more than 200,000 unwanted births among teenagers nationally (Institute for Family Research & Education)²⁶
- California Civil Code
 - In most cases of divorce women are awarded custody of the children and husbands are ordered to pay child support until they reach 18 years (B2-5-C2-3-Y-N)
- Across the nation, according to U.S. Census Bureau, 9 million children under age 18 are being raised by one parent only--more than 8 million by mothers, 800,000 by fathers²⁵
- 80% of all child support payments ordered by the courts are never made²⁸

• 1974 - Abortion is decision solely between a woman and her doctor--up to 20th week of pregnancy

• Dept. of Social Welfare

- Has not issued regulations advising local welfare departments how to comply with the law regarding sterilization--final decision rests with Courts

• End of 1973, unmarried, unemancipated girls 18 years old could consent to their own contraceptive services in 41 states, and with no age restrictions in 22 states (Family Planning Digest)²⁷

• State Department of Health--the number of legal abortions has risen from 5,000 in 1968 to more than 136,000 in 1972²⁸

• Abortion--51% in favor, 49% opposed--better educated 2 to 1 in favor of abortions during first 3 months--non-whites and Catholics most opposed (Gallup Poll--Nov. 1974)²⁹

• Women's Liberation Groups

• Based on number of women enrolled in federally funded family planning programs during 1966-71, the number of births averted was between 614,000 and 874,000. Estimated \$174 million was spent on family planning³⁰

SECTOR: SOCIAL

ISSUE: Children (continued)

<u>B₁ Threshold Level</u>	<u>B₂ Security</u>	<u>B₃ Equal Access</u>	<u>B₄ Ability to Influence</u>	
CHILDREN	<u>Adoption</u> • Requirements for adoption: - Consent of child over 12 years - Adoptive parent must be 10 years older than person to be adopted - Consent of parents needed for legitimate children - Comprehensive review of prospective parents by county adoption agency - Required waiting time before legal petition for adoption: infant, 6 months, older child 8 months (B2-S-G2) * Average waiting period for infant, 3 months to 1 1/2 years; older child, 1 to 8 months³¹ * Number of visits from social worker before court petition: 2 visits to home and office before child is in home and 4 visits after³² * In last 5 years, completed adoptions have decreased 50% despite 30,000 adoption requests a year³³ * In 1965, the Children's Home Society, private adoption agency, placed 500 children a year; in 1974 they placed 69³⁴ * Families most interested in adopting handicapped children are apt to have incomes under \$20,000 and live in rural areas³⁵ • <u>Aid to the Adoption of Special Kids (AASK)</u> - Foundation serving as clearinghouse bringing prospective parents and hard to adopt children together • <u>County Adoption Agencies</u> - Investigate prospective parents to qualify for adopting children	• Requirements to adopt--A married couple, 23 years or older, married for 2 years or more. Must not be older than 36 to adopt an infant. - Not necessary to own their homes - Adoptive parents are eligible for state financial aid if they adopt a handicapped child (B3-S-G3-3-7-Y-W)	• <u>California Civil Code 224m</u> - A minor parent has the right to put child up for adoption (B3-S-G3)	* Increasing tendency for young unmarried mothers to keep their babies. The number of babies adopted by nonrelatives in California between 1967-1968 and 1971-1972 fell from 11,257 to 5,807³⁶ • <u>California Civil Code 224m</u> - A minor parent has the right to put child up for adoption • An application for adoption which has been rejected can be contested to supervisor of the agency who may assign a new social worker to the couple • New abortion laws and Medi-Cal abortion services

SECTOR: SOCIAL
ISSUE: Children

B₁ Threshold Level

B₂ Security

B₃ Equal Access

B₄ Ability to Influence

CHILDREN

• California Civil Code 224

- Legitimate child cannot be adopted without consent of parents

(B2-S-G3)

- * AASK has placed 150 hard-to-adopt children, nationwide in the last 6 months (1974)³⁷

Foster Children

• Welfare & Institution Code-
Sec. 600 - Foster Children:

- Declared dependents of the juvenile court
- Voluntarily placed by parents with county welfare departments

(B2-S-G3-3-7-Y-N)

- * 58% of 30,000 foster children in California were shifted around to 2 or more foster homes, 32% placed in 3 or more. When declared independent by the courts, a child averaged 4 1/2 years in foster care ³⁸

- * There are 40,000 foster children in California. Survey covering the 31,300 under AFDC program showed 120% increase in last 10 years (1974) ³⁹

- * Foster care rates set by counties range from \$98 to \$160 per month ⁴⁰

Child Abuse

• Penal Code California
(1968)

- Reporting child abuse is mandatory and provides immunity from legal action to person making report

(B2-S-G3-3-1-Y-N)

• Child Abuse Prevention
and Treatment Act-1974

- Created the National Center in Child Abuse and Neglect, Office of Child Development (OCD)

(B2-F-G1-3-1-Y-N)

• National Center in Child
Abuse and Neglect (OCD)

Law directs the center to:

- Compile and publish training materials
- Develop and establish training programs for personnel
- Training programs for children and persons responsible for welfare of children

B-95

SECTOR: SOCIAL

ISSUE: Children

<u>B₁</u> <u>Threshold Level</u>	<u>B₂</u> <u>Security</u>	<u>B₃</u> <u>Equal Access</u>	<u>B₄</u> <u>Ability to Influence</u>
CHILDREN	(Child Abuse) continued • Reporting child abuse to the Child Protective Services, Division of County Welfare Department, and to the head of Police Department, the Sheriff, or the District Attorney (B2-S-G3-3-7-Y-W) • Estimates indicate that 74,000 to 90,000, or about 1 child in every 100 under 18 years of age are abused. Hundreds of thousands more are physically, mentally, and emotionally scarred each year 41 • Studies indicate that abusing parent most often was an abused child 42		• Influential child abuse groups in major cities in California: - The Child and Family Project (San Francisco) - Friends of the Family (Los Angeles) - Department of Social Services--Department of Mental Health (San Diego) - Parents Anonymous (10 groups in Los Angeles area) • <u>TALK - Telephone Aid in Living with Kids (Bay Area)</u> - Hot Line to help parents talk out aggressions before they start hitting. Funded for three years by Junior League--staffed by 60 volunteers--open 8 to midnight--7 days a week.

SECTOR: SOCIAL

ISSUE: Children (continued)

<u>H₁ Threshold Level</u>	<u>H₂ Security</u>	<u>H₃ Equal Access</u>	<u>H₄ Ability to Influence</u>
CHILDREN	<u>Sex Education</u> • <u>California Constitution IV</u> - Prescribes "moral improvement as one of principal purposes of public schools" • <u>Sex Education (Health and Family)</u> - It is legal to teach in California, but certain conditions are set for teaching grades 1 through 12. Subjects covered are health, education, human sexuality, and family life education (H2-S-G3) • <u>Education Code of California 8507 - 1972</u> - Elementary and secondary schools may offer VD education with assistance from State Department of Education. Grade level determined by school district board (H2-S-G3) • <u>Education Code of California-1091</u> - Parent of each pupil to be enrolled in venereal disease education classes shall be notified in writing at least 15 days prior to commencement of class. Also advise them of their right to inspect material to be used and request that their child not attend • <u>Education Code of California-8506-Schmitz Act</u> - No pupil may be required to attend a class in which reproductive organs, their functions, and processes are described. If such classes are offered, parent must be notified in writing. Parental consent is not required only a note from those who don't want their child to attend (H2-S-G3)	• <u>Education Code of California-1091</u> - No pupil may attend class in VD education if a request that he not attend has been received by the school • <u>Education Code of California-8506</u> - Parents shall be notified they can inspect material to be used in sex education classes	

B-97

SECTOR: SOCIAL

ISSUE: Children (continued)

<u>H₁ Threshold Level</u>	<u>H₂ Security</u>	<u>H₃ Equal Access</u>	<u>H₄ Ability to Influence</u>
CHILDREN	Sex Education (continued)		
	• <u>Education Code of California-13301</u> - When needed, school districts may employ lecturers, not required to hold credentials, to teach sex education • <u>State Board of Education Resolution - 1969</u> - Earliest instruction relative to human reproduction not to be introduced prior to age 9 • <u>Sex Education - ECC 13132.5</u> - Minimum requirements for teaching credential, completion of 1 unit of health education on the effects of alcohol, narcotics, drugs and tobacco • <u>Education Code of California 3701</u> - Child may be excused from sex education instruction by reason of religious beliefs * In survey of 1,100 teen women, sex education was one of the needs not met--blacks - 44%, Mexican Americans - 66%, and whites - 38% (YWCA) 43 * Legislature finds and declares incidence of venereal disease in California has reached epidemic proportions (AB 71 - 1972) 44 * The gonorrhea rate in California has risen 132% in the last 6 years 45 * During calendar year 1973, there was one case of gonorrhea for every 87 boys and girls aged 15 to 19 in U.S. 46		
• Criteria used to rate films - nudity - language - violence	• Rating guide for motion pictures X-rated, PG, restricted, etc., aids parents to determine the range of material likely to be seen in a film and if suitable for minors to see		• FTT received a \$46.9 million appropriation from Senate and House Committee to take action to protect children from excessive programming of violence and obscenity on television

SOCIAL SECTOR

Family

REFERENCES FOR OBJECTIVE (*) AND SUBJECTIVE (+) DATA

1. + The New Morality, A Profile of American Youth in the 70's, D. Yankelovich
2. + State of the Nation, Watts and Free, 1974
3. + Gallup Poll - 1974
4. + Gallup Poll - 1974
5. * Tracers Co. of America, San Francisco Chronicle, March 2, 1975
6. * State of Calif., Dept. of Health, Registrar of Vital Statistics
7. * " " " " " "
8. * Institute for Social Research Study, 1972-73
9. * HEW 1974 Statistics
10. + Opinion Research Organization (State of the Nation)
11. + The New Morality, A Profile of American Youth in the 70's
12. * Registrar of Vital Statistics (State of Calif.)
13. + The New Morality
14. * U.S. Census Bureau
15. * " " "
- 16A. * New York Times, Jan. 25, 1975
16. * Census Bureau
17. * Nat'l Center for Health Statistics, Family Planning Perspectives 1974
18. * HEW - Day Care Centers booklet, 1974
19. * Bureau of Labor Statistics (State of the Nation)
20. * U.S. Census Bureau, 1974
21. * Family Planning Perspectives, Summer 1974 - Vol. 6
22. * " " " " " "
23. * " " " Fall 1974
24. * Institute for Family Research and Education
25. * Family Planning Perspectives, Summer 1974 - Vol 6
26. * " " " , September 1974
27. * U.S. Census Bureau
28. * Legal Assistance Foundation, San Francisco (S.F. Chronicle article)

(Continued)

SOCIAL SECTOR

Children

29. * Adoption information obtained from San Mateo County Adoption Center
and Children's Home Society
30. * San Francisco Chronicle - 1-28-75 on Adoption
31. *
32. *
33. *
34. * State Dept. of Health - Family Planning magazine
35. + Gallup Poll, November 1974
36. + Gallup Poll, 1974
37. * Family Planning Digest
38. * " " "
39. * S.F. Chronicle, AASK Foundation article, 1975
40. * The Family Protection Act of 1975
41. * " " " " "
42. * " " " " "
43. * Hearings on Child Prevention Act, 1973, Senate Comm. on Children & Youth
44. * Rights of Children, 1972, Senate Hearings, Child Abuse and Day Care
45. + Attention is Needed, Action is Called For, Nat'l YWCA Resource Center on
Women, 1974
46. * " " " " " " "
47. * " " " " " " "
48. * American Social Health Association, 3-3-75

SOCIAL SECTOR

Bibliography

Equality of Education Opportunity Survey, mandated by PL 93-380, Title I of Elementary and Secondary Education Act of 1965.

Executive Office of the President, Office of Management and Budget, Social Indicators, 1973.

Gallup Poll, "Public Attitudes Toward Education" (1974).

Gatov, Elizabeth R., ed., Sex Code of California, A Compendium, Public Education and Research Committee of California (1973).

Markley, O. "The Normative Structure of Knowledge Production and Utilization: Interim Report," Stanford Research Institute, Menlo Park, California (December 1974)

Mayeski, George et al., "Study of Achievement of Our Nation's Students," Report (OE) 72-131, U.S. Department of Health, Education and Welfare, Washington, D.C. (1973).

Palo Alto Unified School District Board Policy.

State of California, Constitution.

_____, California Education Codes.

_____, "Framework for Health Instructions in California Public Schools, Kindergarten Through Grade Twelve," Department of Education (1970).

_____, "Project Arise - Reform of Intermediate and Secondary Education, Department of Education (1974).

Sullivan, J., California Supreme Court majority opinion in Serrano v. Priest, California Official Reports, No. 25 (14 September 1971).

Thomas, T. and J. Danner, "Definitions of Equal Educational Opportunity and Their Policy Implications: Interim Working Draft," Stanford Research Institute, Menlo Park, California (March 1974).

U.S. Department of Health, Education and Welfare, "Head Start - Policies and Instructions Manual," Office of Child Development (September 1967).

4. Political

The political sector has been broken down into five major issues: civil liberties, citizen participation, honesty in government, access to information, and public protection (internal and external). The first issue, civil liberties, as defined by the QOL study, includes the basic freedoms of U.S. citizens to exercise the rights inherent in the Constitution. Citizen participation includes three subissues: the right to vote, right to hold office, along with other forms of participation such as community involvement. Honesty in government is the need for honest and fair representation to be exercised by all elected officials and civil employees. The fourth issue, access to information, means citizen access to all government opinions, rules, and reports. The last issue in this sector, public protection, covers standards ensuring safety against external aggression, insurrection and natural disasters. These issues and specific concerns were determined by the criteria set forth in the section on methodology in the report.

The subissue, right to vote, was selected as a representative concern to detail the political sector for various reasons:

- First of all, there are specific standards relating to registration and voting functions, many of these differing from state to state.
- Registration and voting standards also have quantitative indicators which are reflected in available objective and subjective data.
- And, finally, the subissue, right to vote, was selected because of the relevance of the vote in a democratic system.

Preceding page blank

- Standard
- Objective Data
- Subjective Data

SECTOR: POLITICAL

<u>B₁</u> Threshold	<u>B₂</u> Security	<u>B₃</u> Equal Access	<u>B₄</u> Ability to Influence
CITIZEN PARTICIPATION			
- Right to vote - Right to hold office - Other forms of participation			
• <u>California Referendums</u> - Must have at least 5% of votes in last gubernatorial election for rejection of a statute - For amendments must have 5% of vote in last gubernatorial election - Referendum measure for an amendment must be presented 90 days after enactment of the statute with 5% of the vote to the Secretary of State • <u>To Vote in Presidential Elections</u> - 18 years old - 30-day residency requirement - Absentee voting 7 days prior to election and return of ballot by close of polls • <u>California Elections</u> - 18 years old - 30-day residency • <u>To be a Representative</u> - Must be 25 years old and 7 years a United States citizen • <u>Senator</u> - 30 years old and 9 years a United States citizen • <u>Lobbying Laws</u> - Federal - State • <u>California Representation</u> - Must be 18 yrs old and a citizen at the time of the election to hold a civil office - (Primary Elections) Requirements - Ca. Party must have received at least 2% of entire vote of the state in preceding gubernatorial election - Or petition representing 10% of entire vote in preceding gubernatorial election and received before the 135th day before any election - Party disqualified when registration falls below 1/15 of 1% of registered voters.	• <u>Public Law 89-110</u> - Protects against the passing of any law by any state that will infringe the citizen's right to vote on account of race, sex, religion, national origin • <u>Voting Rights Act Amendments of 1970</u> - Prohibits the use of literacy tests as prerequisite for voting - Allows for a person 18 years of age to vote - Maximum 30-day residency requirement - Maximum absentee voting requirement of 7 days prior to an election and return of ballot by close of polls • <u>Article IV, California Constitution</u> - Insures the right of citizens to use the referendum and initiative	• <u>Public Law 93-443 Campaign Reform Bill -- 1974</u> - Required time for polls to close will be 11 p.m. in the East, 10 p.m. in the Midwest, 9 p.m. in the mountain states, 8 p.m. in the West • <u>Article II, California Constitution</u> - Mentally deficient, insane, convicted criminals of infamous crimes are not allowed to vote • <u>Article I, California Constitution, Section 24</u> - No property qualifications to vote • <u>Public Law 89-110</u> - Local voting procedures imposed on account of race prohibited • <u>XXIV Amendment, United States Constitution</u> - Right to vote can't be denied by reason of failure to pay any poll tax or other tax • <u>Article I, California Constitution</u> - No property qualifications can be required in order to vote • <u>California Elections Code, Section 201 & 204</u> - Does not require a set number of registration places throughout each county • <u>Hatch Act</u> - Prohibits political participation for all Federal employees other than Secretaries of Departments V.P.s, etc. • <u>San Francisco Charter</u> - Prohibits political participation for city employees	• <u>Article I, United States Constitution</u> - Each House will establish their Rules of Proceedings, punish members for bad behavior and replace members • <u>Article I, California Constitution, Section 10</u> - Guaranteed right of petition to people • <u>Article IV, California Constitution, Section 23</u> - Guaranteed power of the electors to propose statutes and amendments to the Constitution and to adopt or reject them • <u>XIV Amendment, United States Constitution</u> - No state shall make or enforce a law which shall abridge the privileges or immunities of citizens of the United States - Due process of law guaranteed • <u>Civil Rights Act - 1964 Title VII</u> - Provides civil and criminal remedies against federal law enforcement officers who unjustifiably deny an individual his civil rights

SECTION: POLITICAL

1 Threshold

2 Security

3 Equal Access

4 Ability to Influence

CITIZEN PARTICIPATION (continued)

(Lobbying Laws, continued)

- Or petition representing 10% of entire vote and received before the 135th day before any election
- Party disqualified when registration falls below 1/15th of 1% of registered voters

* Statistical Abstract

- Total voting age population in 1973 equaled 136,203,000

* Statistical Abstract of the U.S. 1973

Total number who voted by years of education

- 8 yrs or less - 47.4%
- 9-11 yrs - 52.0%
- 12 yrs - 65.4%
- 12 yrs + - 78.6%

California

- U.S. & State Legislature - 11
- City & County Offices - 45
- Law Enforcement - 14
- Education - 60

Total 130

United States

- U.S. & State Legislature - 356
- City & County Offices - 1,264
- Law Enforcement - 334
- Education - 787

Total 2,621

Total Black elected Officials (1970-1973)

* Percent who voted in primaries

Statistical Abstract of the U.S. 1973

- * Total voting age population between 18 and 20 years of age = 11,022,000 equaled 8% of total voting age population

- * Total 18-20 yrs who voted 5,318,000 equaled 48.3%

Univ. of Michigan, ISR

- * How discouraged are you before you even register?
- * How important is your vote?
- * The respect other people have for your rights

* Statistical Abstract of the U.S. 1973

- Total Voting Age Population who voted in 1972 in U.S. = 55.7%; in Calif. - 60%

- Women = 53% of the voting population

- Percent of females who voted in 1972 = 62%

- Percent of males who voted in 1972 = 64.1%

- Total black vote equals 9.8% of the voter population

- * Is voting more trouble than it's worth

- * The extent to which you get what you are entitled to, what is rightfully yours

Univ. of Michigan, ISR

- * Do you feel that you are forced to earn the privilege to vote?

- * The way other people treat you (registration, public services)

Univ. of Michigan, ISR

- * The extent to which you get what you are entitled what is rightfully yours

- * Your opportunity to change things around you that you don't like

Univ. of Michigan, ISR

- * Your independence or freedom, the chance you have to do what you want

<u>H₁</u> Threshold	<u>H₂</u> Security	<u>H₃</u> Equal Access	<u>H₄</u> Ability to Influence
CITIZEN PARTICIPATION - Right to vote - Right to hold office - Other forms of participation • <u>Art II Calif. Const.</u> - All elections are free - Federal employees are prohibited from active campaigning • <u>Calif. Elections Code</u> - Calif. State employees are prohibited from political participation other than voting • <u>Proposition 9, 1974 Laws</u> - \$50 cash limit on pol. donations in Calif. over this must submit name, address and money in security check form	• <u>Art II Calif. Const.</u> - Elections are free • <u>Hatch Act</u> - Prohibits pol. activity on the part of federal civil servants	• <u>Calif. Const. Art II</u> - All voters are privileged from arrest while at or while going and returning home from his polling place (except for treason, felonies, and breach of peace) • <u>Calif. Elec. Code Sec 203</u> - Registration will be in effect at all times except 30 days before elec. - Absentee reg. must be filed 7 days before election and returned by close of polls - Only party registered voters may vote in primary elections	• <u>Fed. Personal Manual</u> - All fed. employees are allowed to be excused up to one day in order to vote, register • <u>Calif. Elec Code Sec 14400</u> - All Calif. employees are allowed to be excused up to 2 hours with pay in order to vote

Voting, in theory, is the most influential action citizens can exercise. The vote initially determined the system we now live under, and it is our chosen democratic system which ultimately determines standards across all the sectors.

How can we argue the right to vote as a basic need? In Maslow's theory of a hierarchy of needs, basic needs include security needs along with physiological needs. In Sullivan, 1971, the U.S. Supreme Court defined the right to vote as a fundamental interest. The right to vote is a safeguard for insuring the continued existence of democracy. Finally, the vote is an essential prerequisite of a representative form of government and is the primary means American citizens use to express and effect their will.

B₁ Column - Basic Need

Threshold

It was not until 1970 that a major election reform law was passed to suspend the use of literacy and other tests and establish uniform standards for general elections throughout the United States. This law, referred to as "The Voting Rights Act Amendments of 1970," set a minimum age requirement of 18, a 30-day residency requirement, absentee voting application requirement of seven days prior to an election, and the return of the ballot no later than the time of closing of the polls, as well as balloting standards for all states to follow. Although the law set a uniform voting age requirement for Presidential elections, it did not establish when a person must be 18 in order to vote in primary elections. To participate in a primary election, however, a voter in California must be 18 on the day of the primary; whereas, in Indiana, Maryland, Mississippi, North Carolina, South Carolina, Virginia, and West Virginia, a voter may be 17 and vote in the primary election.

Residency requirements cannot exceed 30 days for a Presidential election. In California, a person must establish state, county, and precinct residency 30 days prior to an election, differing from Florida and some other states which have no residency requirement.*

Registration requirements for primary and general elections differ a great deal among states. In California, a voter must register 30 days before a primary election in order to vote. In Nebraska, a voter may wait until the second Friday before the primary. Both states require a voter to register in person.*

Objective Data

- See list of requirements for age, residency and registration deadlines by state on Table A.
- Percent of registered voters in California as compared to percent registered in Nebraska.

Subjective Data

- Do you feel the voter registration laws discourage a person's interest in trying to vote?

B₂ Column - Security

Is the freedom to exercise opinion in the form of a vote protected and insured for all U.S. citizens?

As U.S. citizens, our right to vote is guaranteed in the U.S. Constitution. Article 26, Sec. I, gives citizens who are 18 years of age or older the right to vote. Article 19 protects citizens from being denied

* Information supplied by the chief election officials and League of Women Voters in 1974, "Voter's Service, Citizen Alert."

League of Women Voters of the United States
1730 M Street, N.W., Washington, D.C. 20036
Pub. No. 522

The abbreviations used in the following table are:

b = absent on business
d = disabled persons
e = not absent, but prevented by employment from
voting at polling place
m = military personnel (including families)
r = absent for religious reasons
s = students
t = temporarily out of county
FPCA = Federal Post Card Application form

	DATE BY WHICH A VOTER MUST BE 18		RESIDENCE REQUIREMENTS					REGISTRATION DEADLINE		WHERE TO REGISTER
	primary	general	state	county	precinct	primary	general			
ALABAMA	date of reg.	date of reg.	30 days	30 days	30 days	10 days before primary	10 days before election	county clerk's office		
ALASKA	primary day	election day	30 days	30 days	30 days	30 days before primary	30 days before election	state election office city & borough clerk, precinct register		
ARIZONA	primary day	election day	50 days	50 days	50 days	50 days before primary	50 days before election	county recorder, office of the judge, deputy registrars		
KANSAS	primary day	election day	none	none	30 days	30 days before primary	30 days before election	register of voters		
CALIFORNIA	primary day	election day	30 days	30 days	30 days	30 days before primary	30 days before election	elections in city before deputy register, fire marshal, office of register or assessor		
COLORADO	primary day	election day	32 days	none	32 days	32 days before primary	32 days before election	county clerk's office		
CONNECTICUT	primary day	election day	same rule residents no domicile req.			day before primary (change party 5 days before)	Sat. or 4th week before election	town clerk or register of voters, assessor of tax or administrator of election, public relations		
DELAWARE	general election day	election day	same rule residents no domicile req.			21 days before primary	3rd Sat. in Dec.	county registrars in counties, judge, register		
FLORIDA	primary day	election day	same rule residents no domicile req.			45 days before primary	45 days before election	court house, with supervisor of elections in precincts, office		
GEORGIA	primary day	election day	none	none	none	50 days before primary	50 days before election	county board of registrars		
HAWAII	day before primary	day before primary	none	none	none	30th day before primary	20th day before election	any county or city clerk's office		
ILLINOIS	primary day	election day	same rule residents no domicile req.			with precinct register 10 days before, with county clerk 5 days before	with precinct register 10 days before, with county clerk 5 days before	county clerk or precinct register		
INDIANA	primary day	election day	30 days	30 days	30 days	30 days before primary	30 days before election	city hall or during pre-reg. registration days		
INDIANA	general election day	election day	none	60 days	30 days	70th day before primary	70th day before election	office of registration board, clerk of court, clerk before day of election, judge		
IOWA	primary day	election day	none	none	none	100th day before primary	10th day before election	office of county commissioner or with deputy		
KANSAS	primary day	election day	20 days	20 days	20 days	30 days before primary	30 days before election	county election commissioner's office, clerk of court, board, city hall, registered voters		
KENTUCKY	before general election	before election	none	none	30 days	30 days before primary	30 days before election	county clerk's office or special registration judge		
LOUISIANA	primary day	election day	none	none	none	30 days before primary	30 days before election	office of register of voters		
MAINE	primary day	election day	no domicile req.	none	none	primary day	election day	before register of voters, board of registration, justice of peace or voting judge		
MARYLAND	general election day	election day	same rule residents no domicile req.			20 days before primary	20 days before election	local election board or of office registration, state or local election board		
MASSACHUSETTS	primary day	election day	no domicile req. What day no at place of registration			20 days before reg. primary; 20 days before special primary	20 days (70 days must open, with 14 days open, must meetings)	off. of register or elec. commissioner or register with voter		
MICHIGAN	primary day	election day	30 days	30 days	30 days	30 days	30 days	city or township clerk		
MINNESOTA	primary day	election day	30 days	30 days	30 days	20 days before primary reg. or pre-election day	none as primary	city hall or other place designated by official or by precinct committee		
MISSISSIPPI	primary day	election day	30 days	30 days	30 days	30 days before primary	30 days before election	county clerk's office or office of board of election		
MISSOURI	primary day	election day	none	20 days	30 days	20 days before primary	20 days before election (45 days before election if 1st election)	county clerk or clerk of court, with deputy register or return judge		
MONTANA	primary day	election day	30 days	30 days	30 days	40 days before primary	40 days before election	county clerk or election commissioner		
NEBRASKA	primary day	election day	none	none	none	2nd Fri. before primary	2nd Fri. before election	county clerk or election commissioner		
NEVADA	primary day	election day	30 days	30 days	10 days	5th Sat. before primary	5th Sat. before election	office of county clerk register or voters, justice of peace or election judge, registration		
NEW HAMPSHIRE	primary day	election day	none	none	none	10 days before primary	10 days before election	board of supervisors of the election		
NEW JERSEY	primary day	election day	60 days	60 days	none	20 days before primary	20 days before election	county board of elec. or city or township clerk and all elec. judges, with precinct committee		
NEW MEXICO	primary day	election day	no domicile req.			30 days before primary	30 days before election	office of county clerk or by deputy register		
NEW YORK	primary day	election day	70 days	30 days	30 days	30 days before gen. election for new voters special election 30 days before primary	20 days before election	county board of elections or city or county clerk 7-10 days before election		
NORTH CAROLINA	general election day	election day	30 days	30 days	30 days	21 business days before primary	21 business days before election	office of county clerk or election		
NORTH DAKOTA	primary day	election day	30 days	30 days	30 days	no registration	no registration	board of election office or designated registration place		
OHIO	general election day	election day	30 days	30 days	30 days	30 days before primary	30 days before election	county election board or office of deputy register		
OKLAHOMA	primary day	election day	no domicile req.			10 days before primary	10 days before election	county election board or office of deputy register		
OREGON	primary day	election day	no domicile req.			31 days before primary	31 days before election	county clerk's office or city official register's office		
PENNSYLVANIA	day after primary	day after election	30 days	none	30 days	30 days before primary	30 days before election	court house, with registration of various judges		
RHODE ISLAND	primary day	election day	30 days	30 days	30 days	30 days before primary	30 days before election	state board of canvassers		
SOUTH CAROLINA	general election day	election day	same rule residents no domicile req.			30 days before primary	30 days before election	county board of voter registration office		
SOUTH DAKOTA	primary day	election day	none	none	none	15 days before primary	15 days before election	city or county auditor, clerkship or town clerk or township trustee or clerk		
TENNESSEE	primary day	election day	30 days	30 days	20 days	20 days before primary	20 days before election	county election commission office or clerk, precinct register		
TEXAS	primary day	election day	30 days	30 days	30 days	30 days before primary	30 days before election	city or county clerk or city or township clerk		
UTAH	primary day	election day	prior to reg. registration day			10 days before primary	10 days before election	county clerk's office or with registration agent		
VERMONT	primary day	election day	none	none	none	24 days before primary	24 days before election	town or city clerk and clerk board or court clerk		
VIRGINIA	general election day	election day	no domicile req.			30 days before primary	30 days before election	in presence of general register of city or county or by the register		
WASHINGTON	primary day	election day	30 days	30 days	30 days	30 days before primary	30 days before election	county auditor's office, deputy register, city & town clerk		
WEST VIRGINIA	general election day	election day	30 days	30 days	30 days	30 days before primary	30 days before election	office of clerk of the county court		
WISCONSIN	primary day	election day	10 days	10 days	10 days	2nd Wed. before primary	2nd Wed. before election	municipal clerk or board of election judges, register		
WYOMING	primary day	election day	same rule residents no domicile req.			30 days before primary, but may register at polls on primary day	30 days before election	city or county clerk's office		
DC	primary day	election day	30 days	none	none	30 days before primary	30 days before election	Barney Building, D.C. public relations & other designated places		
PUERTO RICO	primary day	election day	1 year		4 weeks	April	1st Sunday in March	official register or in establishments where kept all residences		
VIRGIN ISLANDS	primary day	election day	none	none	none	30 days before primary	45 days before election	office of board of elections, other places 7 days before election		

ARGENTEE REGISTRATION

Reproduced from
best available copy.

the right to vote on account of sex. Article 15 protects the right to vote from being denied or abridged by the United States or any state on account of race, color, or previous condition of servitude. Finally, Article 24, adopted in 1964, protects all eligible citizens from being denied the right to vote by reason of failure to pay any poll tax or other tax. Our vote is thus guaranteed in the U.S. Constitution.

The methods and requirements for casting a vote, on the other hand, are regulated by state laws or, in some cities and counties, by local charter. In California, if a citizen continuously votes in every general election and does not relocate to another county, he will remain eligible to vote. However, if he does not vote in a general election, his registration is cancelled and he becomes ineligible to vote.* So, in a particular state, the right to vote may exist within certain definitions of eligibility. Article II of the California Constitution insures the right to vote to a citizen 18 years of age. It further provides for a free election and that all voting will be kept secret.

A citizen cannot always be present in his or her prospective precinct on election day. For these citizens to exercise their right to vote, there is the absentee voting system. The 1970 Voting Amendments established a minimum time requirement for registering as an absentee (see B₁). This enables people who are in the military, away on business, disabled, students away at college, and others to vote. In California a person may request an absentee registration form by phone, letter, postcard, in person, or through a federal postcard application form.**

* Art. II, California State Constitution.

** Information supplied by the chief election officials and League of Women Voters in 1974, "Voter's Service, Citizen Alert."

Objective Data

- According to William E. Bieker, Director of University of California State Data Program at Berkeley, ten percent of California's voters lose their eligibility following each election because of laws requiring them to re-register in person every time they move. Furthermore, the average Californian moves every four years.
- Census Bureau Report on the 1974 Elections
 - 64 percent of the 18-21 year olds and 53 percent of the 21-24 year olds failed to register in 1974.
 - Only 45 percent of a record 141 million eligible voters were reported to have voted in 1974. The report further showed that not since 1958 had such a high proportion of those eligible failed to vote; in that recession year, only 43 percent voted.
- U. S. Statistical Abstract - 1973
 - 48.3 percent of the 18-20 year olds voted in the 1972 Presidential elections.

Subjective Data

Various attitudinal data on the effectiveness of our federal and local governments has been collected by the Institute for Social Research in Ann Arbor, Michigan.

In 1972 the following questions were asked concerning our national government:

"How do you feel about: The way our national government is operating?"

(May 1972)

What our national government is doing?"

(November 1972)

<u>Delig.</u>	<u>Pleas.</u>	<u>Mos. Sat.</u>	<u>Mixed</u>	<u>Mos. Diss.</u>	<u>Unhap.</u>	<u>Terr.</u>
1%	8%	25%	38%	15%	7%	6% (May)
1%	5%	28%	45%	14%	5%	2% (Nov.) ¹
1%	4%	21%	42%	18%	10%	4% (Nov.) ²

¹ Sample of 1118 respondents.

² Sample of 1072 respondents.

"How do you feel about: The way your local government is operating?"

(May 1972)

What your local government is doing?"

(November 1972)

<u>Delig.</u>	<u>Pleas.</u>	<u>Mos. Sat.</u>	<u>Mixed</u>	<u>Mos. Diss.</u>	<u>Unhap.</u>	<u>Terr.</u>
1%	13%	32%	30%	13%	6%	5% (May)
<1%	5%	34%	37%	1	5%	4% (Nov.)

B₃ Column - Equal Access

Can everyone, 18 years of age or older, who is a citizen of the United States, vote? Do all people follow the same system of registration and voting procedures in order to express their choice on the candidates?

The 24th Amendment of the Constitution ensures that an eligible citizen cannot be denied his or her right to vote by reason of failure to pay poll tax or other tax. Article II in the California State Constitution provides for free elections throughout the state.

In California, as well as in many other states, certain people are denied the right to vote. These include a "severely mentally deficient person, insane person, a person convicted of an infamous crime, embezzlement or misappropriation of public money."^{*} A voter is free from arrest going to, or returning from, his or her polling place, except for indictable offenses, which include treason, felony, and breach of peace committed during attendance at elections.^{*}

Finally, Public Law 89-110 prohibits any state or county, etc., from imposing any local voting procedures which would prohibit persons from voting on account of race or color. USC 43 of 1971, insures all U.S. citizens the right to vote without distinction of race, color, or previous servitude. In 1974, according to the Census Bureau, only 45 percent of a record 141 million eligible voters were reported to have voted. Further, the Census Bureau stated that not since 1958 had such a high proportion of those eligible failed to vote. Approximately 57 percent did not vote that year.

Another major issue of concern is the access a person has to voter registration. Registration is the first and most important step in the voting process. In most cases when people register, they usually vote. Where is a person required to go to register? In California, a person may register, in person, in any city before a deputy registrar, at a firehouse, or at the Office of Registrar of Voters. The State of California does not require a certain number of registration places throughout

^{*} Art. II, California State Constitution.

each county other than at the above-mentioned places. It is left to each county to establish a sufficient number of registration places and encourage voter registration. Registration of voters is required to be in progress at all times except during the 30 days preceding any election in California. However, this occurs only at the Office of Registrar and at firehouses. Deputy registrars only actively register people immediately prior to an election.* The major political parties make attempts through the use of deputy registrars to register additional people. Their major interest, of course, is to obtain additional votes for their particular candidates. Therefore, they concentrate on registration in areas where they anticipate votes. The preceding standards indicate that the law does not require local officials to take the initiative to reach potential voters.

A subjective concern here might be the experiences of people as they seek to register to vote. The cost in terms of time, inconvenience, and energy needed to register will vary among potential voters, and considering these factors, it is not surprising that many people choose not to vote.

Objective Data

- Percent of voters by age, sex, race
- Percent of door-to-door registration by county
- Percent of firehouse registration
- Percent of voter registration at the Office of Registrar
- Percent of people who did not register due to lack of access.

Subjective Data

- Why did people not register?
- If they registered and did not vote, why did they not vote?
- Do citizens think that they should take the initiative in order to qualify as a voter?

* California State Elections Code, Sec. 203.

- According to a 1974 Census Bureau's report, minorities and women showed the least interest in Congressional elections and in the selection of governors and local officials.

B₄ Column - Ability to Influence

There are two ways in California for electors to initiate change in the State government other than voting itself. First is through the initiative which is the power given to electors to propose statutes and amendments to the Constitution and to adopt or reject them. In the case of a statute, a petition must be certified to have been signed by electors equal in number to five percent of the votes for all candidates for governor in the last gubernatorial election. For a proposed amendment, a petition must have been signed by at least eight percent of the voters in the preceding gubernatorial election.* The second way is through the referendum which is the power given to the electors to approve or reject statutes or parts of statutes except urgency statutes. These include statutes addressing elections, and statutes providing for tax levies or appropriations for usual current expenses of the State.

In the case of a referendum, a petition must be certified to have been signed by at least five percent of the voters in the preceding gubernatorial election within 90 days after the enacting date of the statute. In some cases, after the petition has been submitted to the Secretary of State, the governor may call a special statewide election for the measure. Usually, a measure is included at the next general election held at least 31 days after it qualifies.**

Apart from the use of the initiative and referendum, the vote is the most effective way to change the system. The question here is, why do so many eligible citizens choose not to vote? In our present election system

* Art. IV, Sec. 22, California State Constitution.

** Art. IV, Sec. 23, California State Constitution.

a citizen must be forced to earn the privilege to vote when actually it should be an insured right. The federal government and states have, in most cases, mandated specific voting requirements for people to follow in order to vote. However, standards that would set a threshold of intolerability concerning actual voting participation have not been established. The past 1974 election, although not a Presidential election, had only approximately 45 percent of eligible voters participate. A subjective condition here would be the percent of people who fear their vote would be misrepresented.

Objective Data

- Number of certified initiatives and referendums that qualify in California.

Subjective Data

- Do voters see the system as giving him/her a non-choice?
- Estimated 76 million who stayed home said that they were either uninterested or disliked politics in the post-Watergate era.*

* Based on a Census Bureau report which interviewed more than 100,000 eligible voters within two weeks after the election in 1974.

SECTOR: POLITICAL

<u>B₁ Threshold</u>	<u>B₂ Security</u>	<u>B₃ Equal Access</u>	<u>B₄ Ability to Influence</u>
CIVIL LIBERTIES			
- Basic freedoms to exercise our constitutional rights as citizens of the U.S.			
• <u>U.S. Preamble</u> - Establish justice, insure domestic tranquility, provide for the common defense, and promote general welfare • <u>Requirements for the Right to Hold Assembly</u> - Registration w/police department - Will not disturb the public (disturbing the peace) • <u>Art. IV U.S. Constitution</u> - Freedom of movement - All citizens of each state shall be entitled to all privileges and immunities of citizens of each state - To be secure in their persons, houses, papers and effects • <u>California State Constitution</u> - Liberty of conscience for all - All voting will be kept secret	• <u>Art. I U.S. Constitution</u> - Freedom of Press, Religion, speech, assembly • <u>Art. V U.S. Constitution</u> - Private property will not be taken by the Federal government without compensation • <u>Art. I Sec. 9, U.S. Constitution</u> - Right of Habeas Corpus - Protection against unwarranted search and seizure - Protection against bill of attainder or ex post facto law • <u>California Civil Rights Act-1964 Title VII</u> - Protects all individuals both citizen and non-citizens, domiciled or residing in the U.S. against discrimination on the basis of race, color, religion, sex, or national origin - Provides civil and criminal remedies against federal law enforcement officers who unjustifiably deny an individual his civil rights • <u>XIV Amendment, U.S. Constitution</u> - Prohibits all states from making or enforcing a law that may infringe on our civil liberties • <u>V Amendment, U.S. Constitution</u> - A person does not have to incriminate himself unless on presentment for indictment of a grand jury	• <u>Art. IV U.S. Constitution</u> - All citizens are entitled to all privileges and immunities that every citizen of every state has • <u>Civil Rights Act-1964 and Executive Order 11246</u> - Prohibits discrimination based on sex, color, creed, religion, national origin and requires affirmative action to ensure equality of opportunity in all aspects of employment. Applies to Federal government and organizations having contracts with the Federal government • <u>Art. I California Constitution Sec. 21</u> - All citizens have the same privileges and immunities granted them • <u>Art. IV California Constitution Sec. 45</u> - At election time only registered qualified voter may sign an initiative, referendum, recall, nominating petition or other paper concerning a state issue or person • <u>XII Amendment, U.S. Constitution</u> - Right of citizens to vote	• <u>Art. I U.S. Constitution</u> - Freedom of press, speech, assembly and petition • <u>Art. I U.S. Constitution</u> - Only the House of Representatives has the sole power of impeachment. - The Senate has the sole power to try all impeachments. Must have 2/3's concurrence to convict - Congress must meet at least once annually (January 3 of each year) • <u>California Constitution Art. IV, Sec. 22 and 23</u> - The right to propose and approve or reject statutes, amendments through the use of referendums and initiatives • <u>Art. XVIII Sec. 1 California Constitution</u> - Recall of public officers. Guaranteed right of electors to remove any elected public officer through recall petition • <u>XIV Amendment, U.S. Constitution</u> - No state shall make or enforce a law which shall abridge the privileges or immunities of citizens of the U.S. - Due process of law guaranteed • <u>Civil Rights Act-1964 Title VII</u> - Provides civil and criminal remedies against Federal law enforcement officers who unjustifiably deny an individual his civil rights

SECTOR: POLITICAL

<u>B₁ Threshold</u>	<u>B₂ Security</u>	<u>B₃ Equal Access</u>	<u>B₄ Ability to Influence</u>
--------------------------------	-------------------------------	-----------------------------------	---

CIVIL LIBERTIES (continued)

• Art. I California Constitution

- No person can be imprisoned for debt unless in cases of fraud or willful injury to person or property

• VI Amendment U.S. Const.

- Right to counsel
- Right to jury trial
- Right to speedy trial

• V and XIV Amendment U.S. Const.

- Right to due process of law

• VIII Amendment U.S. Const.

- Right not to have excessive bail and cruel and unusual punishment.

• Judicial System

- Right to bring suit against another person
- Right to bring suit against the Federal government

Statistical Abstract of the U.S. 1972

- * Total no. of civil cases in 1972 - 96,173
- * Total no. of criminal cases in 1972 - 47,043

Univ. of Michigan, ISR

- + Your independence or freedom, the chance you have to do what you want

Univ. of Michigan, ISR

- + The extent to which you get what you are entitled to what is rightfully yours.
- + Your opportunity to change things around you that you don't like

Univ. of Michigan, ISR

- + The respect other people have for your rights

SECTOR: POLITICAL

ISSUE: HONESTY IN GOVERNMENT

Honesty and fair representation to be exercised by all elected and civil officials

B₁ Threshold

- All civil officers of the U.S. are subject to impeachment and conviction of crimes of treason, bribery and other high crimes

- All U.S. Representatives and Senators are privileged from arrest during their attendance at sessions and in their homes except for treason, felony, and breach of peace

• Recall

- The power of citizens to remove public officers from the government

B₂ Security

• U.S. Const. Art 2, Sec 2

- Insures conviction of civil officers for crimes committed

• Art I Sec 9 U.S. Const.

- All accounts of receipts and expenditures of public funds will be published periodically

• Art I Sec 6 U.S. Const.

- Protection of all U.S. Representatives and Senators from arrest while in Congress

• Intergovernmental Cooperation Act of 1968

- To improve the operation of the federal system through the cooperation and coordination of activities among the different levels of government

B₃ Equal Access

B₄ Ability to Influence

• U.S. Constitution House Rules Committee

- Committee has authority to set rules and practices that the Senate and Congress must follow

• Art XXIII, Calif. Const. (Recall)

- Every elective public officer of the State of California may be removed from office at any time by the electors entitled to vote for a successor of such incumbent
- Must have at least 12% of the entire vote cast at the last preceding election for the office sought to be removed
- For a State officer a petition must have at least 20% of the entire vote cast. Petition must be circulated in at least 5 counties

- Percent of public officials removed from office in California

- How effective is the system?

SECTOR: POLITICAL
 ISSUE: HONESTY IN GOVERNMENT

<u>H₁ Threshold</u>	<u>H₂ Security</u>	<u>H₃ Equal Access</u>	<u>H₄ Ability to Influence</u>
• GAO will audit all employees of the executive legislation and judicial branches who earn over \$20,000 a year - Will audit the five previous years of each employee • <u>Public Law 93-443</u> <u>Campaign Reform Act of 1974</u> • <u>Campaign Spending and Donations Limits</u> - Individual donations cannot exceed \$1,000 nor can an individual make contributions aggregating more than \$25,000 in any calendar year - Organizations cannot exceed \$5,000 at one time • <u>Primary and General Elections</u> • Spending limits - \$75,000 for representatives • <u>Qualifications for Federal Payments</u> - Candidate must have raised 10% of his maximum allowable in contributions of \$50 or less - Must have separate bank account to hold fed. payments • <u>Bank Loans for Campaigning</u> - Are treated as political contributions - Endorser is treated as a contributor, e.g., \$10,000 bank loan would need 10 endorsements in order not to exceed the \$1,000 individual limit • <u>Federal Matching Grants</u> - Representatives must raise at least \$10,000 and Senate candidates at least \$125,000 to qualify for matching Federal funds - Pres candidates must raise \$100,000 in private contributions of \$5,000 in at least 20 states to qualify for public matching grants for primaries	• <u>Hatch Act</u> - Prohibits political participants on the part of Federal employees except for a few exceptions - President and Vice President - Heads and assistants, and heads of executive departments • <u>Public Law 93-443</u> <u>Campaign Reform Act of 1974</u>	• <u>Hatch Act</u> - Includes all postmasters and post office employees, persons employed on an irregular temporary part-time and emergency basis and employees on leave and furlough status • <u>San Francisco City Charter, Part 2, Code §:311</u> - Prohibits political participation for all city employees	• <u>Campaign Reform Bill 1974</u> • <u>Federal Payments</u> - Can only be used for five purposes: - Television - Radio time - Newspaper advertising - Postage for direct mailing - Billboards and telephone banks - Prohibits foreign contributions to American political campaigns - A vote fraud will impose a maximum of a ten year jail sentence and \$100,000 fine for any person convicted

POLITICAL SECTOR

Issue: National protection and security from national emergencies caused by external threats or internal natural disasters

<u>B₁ Threshold</u>	<u>B₂ Security</u>	<u>B₃ Equal Access</u>	<u>B₄ Ability to Influence</u>
• <u>Art I Sec. 8 U.S. Const.</u> - Only Congress may declare war against another nation • <u>32 CFR, Sec 502</u> - Only the President can declare an area a "disaster area." Only the Governor of a state may call in the National Guard	• <u>Art I Sec. 10 U.S. Const.</u> - A state alone cannot enter into an agreement with another power or engage in war (unless actually invaded) without the consent of Congress • <u>Art IV Sec. 4 U.S. Const.</u> - U.S. Government guarantees to every state a Republican form of government, protection against invasion and at times against domestic violence. Must have legislative or executive approval • <u>32 CFR, Sec 502</u> - Provides relief through all the federal agencies in times of national disasters • <u>II Amendment, U.S. Const.</u> - All states will have a well regulated militia • <u>Disaster Relief Act</u> - Provides temporary assistance in the form of mortgage, etc. payments in financial hardship areas caused by a major natural disaster - Also provides assistance to those unemployed because of a major disaster (B2-7584-03-1-6-N-N)	• <u>Art IV Sec. 4 U.S. Const.</u> - U.S. Government guarantees to every state a Republican form of government, protection against invasion and at times against domestic violence. Must have legislative or executive approval • <u>II Amendment, U.S. Const.</u> - All state will have a well regulated militia	• <u>II Amendment, U.S. Const.</u> - The right to keep and bear arms is a right of the people that cannot be infringed upon

POLITICAL SECTOR

ISSUE: Access to Information

- The public's right to know in a free society

B ₁ Threshold	B ₂ Security	B ₃ Equal Access	B ₄ Ability to Influence
• <u>Freedom of Information Act of 1974</u> - Citizens must have access to all reports, etc., not published in the Federal Register or for sale through the government agencies - Public access to advisory meetings of federal agencies - Congress must keep and publish all proceedings except for parts in their judgement warrant secrecy - Guaranteed the liberty of speech and of the press • <u>Privacy Act of 1974</u> - Allows an individual to decide what kinds of information about him/her will be collected, how and by whom it will be used	• <u>Freedom of Information Act of 1974</u> - Requires all government agencies to publish reports not published in the Federal Register or offered for sale (includes the Postal Officer, Exec. Office of the President, OMB) - Detailed reports must be submitted to Congress regarding implementation of the Act • <u>Privacy Act of 1974</u> - Protects an individual against the release of information about him against his wishes • <u>Art I, U.S. Const.</u> - Requires Congress to keep and publish their proceedings, etc., (e.g. Congressional Record, Federal Register) • <u>Art I, U.S. Const.</u> - Ability to read almost anything • <u>Art I, Sec 9, Calif. Const.</u> - Insures that all citizens may freely speak, write and publish their sentiments on all subjects. Further insures that no law can be passed to restrain or abridge the liberty of speech or of the press	• <u>Freedom of Information Act of 1974</u> - Determinations on request for reasonably identifiable records must be made within 10 days - Appeals must be made within 20 days - Fees for records, etc., must be uniformed through the departmental agencies - Index of precedential materials must be made available for all the government agencies • <u>State & Local Fiscal Assistance Act of 1972</u> - Under this P.L. all state and local governments must make available through a statewide newspaper, and to the media, a detailed report of all proposed plans and amounts to be spent	• <u>Freedom of Information Act of 1974</u> - Governmental failure to comply with time limits is justification for a requestor going to court - Established criminal penalties against federal employees who willfully violate this law • <u>Privacy Act of 1974</u> - Provides civil remedies against federal agencies for violations of the provisions - Established criminal penalties against federal employees who willfully violate this law • <u>Art I, Sec 9, Calif. Const.</u> - Jury will decide if a person has committed libel against someone • Number of libel suits brought to court in Calif. • Number of cases brought to court concerning violations of Freedom of Information Act

NOTE: No available data concerning this issue

POLITICAL SECTOR--BIBLIOGRAPHY

"A Symposium: The American Bar Association Standards Relating to the Administration of Criminal Justice, Part I," The American Criminal Law Review, Volume 12, Number 2 (Fall 1974).

Constitution of the State of California, as last amended November 7, 1972, distributed by the California Legislature Assembly (1973).

Constitution of the United States of America, as amended through July 1971, House of Representatives Document No. 92-157, 92nd Congress, 2nd Session, 9 February 1972.

Executive Office of the President: Office of Management and Budget, Social Indicators, 1973, U.S. Government Printing Office, Washington, D.C. (1973).

League of Women Voters Education Fund, "Administrative Obstacles to Voting," Pub. No. 206, a report of the Election Systems Project, League of Women Voters of the United States, Washington, D.C. (1972).

_____, "Voters Service, Citizen Alert 1974, Registration and Absentee Voting Procedures by State 1974," Pub. No. 522, League of Women Voters of the United States, Washington, D.C. (1974).

State of California, California Election Laws, 1972, Carlisle Graphics, San Francisco, California (1972).

U.S. Department of Defense, Defense Civil Preparedness Agency, "Foresight, Annual Report, FY 1973."

_____, "In Time of Emergency, A Citizen's Handbook on Disasters," H-14-B (May 1972).

_____, "Introduction to Civil Preparedness," CPG 1-1 (September 1972).

_____, "Introduction to Civil Preparedness, Summary for Public Officials," CPG 1-4 (December 1972).

_____, "Standards for Civil Preparedness," CPG 1-5 (December 1972).

U.S. Department of Defense, Office of Civil Defense, "Government in Emergency, Suggestions for Including Civil Defense Principles in the Social Studies Curriculum: Grades 1-12," MP 56 (May 1971).

5. Natural Environment

The Natural Environment sector is organized to include those issue areas alluded to by the National Environmental Policy Act of 1969 and which are of most direct concern to the Environmental Protection Agency. The overriding consideration in each issue under this sector is the degree of "productive and enjoyable harmony between man and his environment"--in this case, environment meaning the ecological system and natural resources important to human life. Issues and related concerns include:

- Air and water quality--impacts on health; aesthetic impacts (color, taste, odor)
- Noise--health hazards; amenities
- Radiation and pesticides--health hazards
- Land Use--degree of choice
- Solid waste
- Scenic and wild life resources--protection of resources and endangered species

Though some standards in the Natural Environment sector are well established (specifically, the quality of drinking water), others are relatively new and untested with respect to their overall effect on quality of life. The issue area of air and water quality has been selected for detailed review in this sector for the following reasons:

- Air and water quality are not only essential to life itself (basic need) but also to satisfy a number of higher needs (aesthetics).
- Standards within these areas are numerically defined and are amenable to objective evaluation through monitoring.
- It is representative of an issue where standards are primarily formulated and enforced through federal legislation.

The completed matrix for the Natural Environment sector is shown in Tables 1-3. Each of the matrix cells for the issues of air and water quality is described below, moving from left to right across the different need columns.

B₁ Column - Basic Need/Threshold

Threshold levels for air and water quality under the basic need category are directly related to human health and welfare.

Existing Standards

The clean air standards established by EPA and published in the Federal Register¹ are divided into two separate categories, primary and secondary.

The national primary ambient air quality standards are the levels of air quality which the Administrator of EPA judges are necessary, with an adequate margin of safety, to protect the public health. The national secondary ambient air quality standards are the levels of air quality which the Administrator judges necessary to protect the public welfare from any known or anticipated adverse effects of a pollutant.²

For example, the primary air quality standard (threshold) for carbon monoxide is:

- (a) 10 milligrams per cubic meter (9ppm)-maximum 8 hour concentration, not to be exceeded more than once per year
- (b) 40 milligrams per cubic meter (35ppm)-maximum one hour concentration, not to be exceeded more than once per year.³

These thresholds are based on evidence that low levels of carboxyhemoglobin in human blood may be associated with impairment of ability to discriminate time intervals.⁴ Other air quality standards specified by EPA are shown in Table 4.⁵

SECTOR: NATURAL ENVIRONMENT
 ISSUE: WATER QUALITY

Table 1 Basic Needs

Human Health & Aesthetic Impacts

<u>B₁ Basic Need/Threshold</u>	<u>B₂ Security</u>	<u>B₃ Equal Access</u>	<u>B₄ Ability to Influence</u>																	
Concern: What are the thresholds for quality and availability of water quality?	Concern: What measures provide security that the minimum will be met?	Concern: To what portion of the population are the assurances of adequate water quality applicable?	Concern: To what degree is the individual able to influence availability and quality of water?																	
• U.S. Drinking Standards not to exceed for health reasons. Examples include: - Iron 0.3 mg/l - Sulfate 250 mg/l - Nitrate 45 mg/l • <u>Safe Drinking Water Act</u> Amended to include U.S. Drinking Standards, plus: - Bacteria - Turbidity - Radioactive materials • EPA criteria for primary contact waters (recreational swimming & bathing): - Fecal coliform-log mean of 200 per 100 ml - pH - 6.5 to 8.3 - Temp - 30° C (86°F) - Clarity - visible at 4 ft. • Concentration of pollutants - Nat'l Water Surveillance Network (STORET) • Statistical evaluation indices - PDI * - SPI - Enviro-control² • In 1970, 27% of the U.S. stream and shoreline miles were polluted³	• <u>Safe Drinking Water Act (1974)</u> • <u>Federal Water Pollution Control Act (1972)</u> - Nat'l Pollution Discharge Elimination System, Systems Permits - Court injunctions - Inspection rights - Record and monitor - Administrative orders • U.S. Public Health Service • <u>State & Regional Water Pollution Control Board's Policy Act</u> • <u>National Environmental Policy Act</u> - Environmental Impact Statements • To date, 36 states have passed legislation to enable them to take over the function of issuing permits and enforcing them, 16 state programs have been approved by EPA⁴ • \$9 billion for fiscal 1976 allocated to municipalities for construction of sewage treatment facilities⁵ • "How do you feel about: The conditions of the natural environment--the air, land, and water in this area?" (May 1972) <table><tr><td><u>Delig.</u></td><td><u>Pleas.</u></td><td><u>Mos. Sat.</u></td></tr><tr><td>5%</td><td>18%</td><td>27%</td></tr><tr><td><u>Mixed</u></td><td><u>Mos. Diss.</u></td><td><u>Unhap.</u></td></tr><tr><td>21%</td><td>12%</td><td>10%</td></tr><tr><td><u>Terr.</u></td><td></td><td></td></tr><tr><td>7%</td><td></td><td></td></tr></table>	<u>Delig.</u>	<u>Pleas.</u>	<u>Mos. Sat.</u>	5%	18%	27%	<u>Mixed</u>	<u>Mos. Diss.</u>	<u>Unhap.</u>	21%	12%	10%	<u>Terr.</u>			7%			• <u>Federal Water Pollution Control Act (1972)</u> - States required to hold public meeting once every 3 years to revise standards • Special interest groups (Environmental Defense Fund) • <u>H.E.P.A.</u> - public disclosure of impacts
<u>Delig.</u>	<u>Pleas.</u>	<u>Mos. Sat.</u>																		
5%	18%	27%																		
<u>Mixed</u>	<u>Mos. Diss.</u>	<u>Unhap.</u>																		
21%	12%	10%																		
<u>Terr.</u>																				
7%																				

(Institute for Social Research)

(Institute for Social Research)

SECTOR: NATURAL ENVIRONMENT

ISSUE: AIR QUALITY

Table 2 Higher Needs

Human Health & Aesthetic Impacts

<u>H₁ Basic Need/Threshold</u>	<u>H₂ Security</u>	<u>H₃ Equal Access</u>	<u>H₄ Ability to Influence</u>
• Non deterioration pristine areas--areas not already polluted should be protected	• <u>State & Regional Pollution Control Board</u>		• Citizen Action Groups
	• Number days of low visibility (Yellow haze, smog); scenic vistas masked		

ISSUE: WATER QUALITY

Human Health & Aesthetic Impacts

- | | |
|--|--|
| <ul style="list-style-type: none">• U.S. drinking water standards based on taste, color, odor, and turbidity could include examples as follows:<ul style="list-style-type: none">- Iron--0.3- Copper--1.0 mg/l- Zinc--5.0 mg/l- Dissolved solids--500 mg/l- Color--free from perceptible color, less than 15 units on scale of 0-500- Detergents (methylene blue active substarch) 0.5 mg/l | <ul style="list-style-type: none">• <u>Federal Water Pollution Control Act</u>• State & regional water pollution control board• <u>U.S. Public Health Services (Inspection)</u>• <u>Parks & Recreation Agencies</u> |
| <ul style="list-style-type: none">• EPA proposed criteria for recreational waters (same as H₁) | |

SECTOR: NATURAL ENVIRONMENT
ISSUE: AIR QUALITY

Table 3 Basic Needs

Human Health & Aesthetic Impacts

- Standards
- Objective Data
- Subjective Data

B ₁ Basic Need/Threshold	B ₂ Security	B ₃ Equal Access	B ₄ Ability to Influence
Concern: What are the thresholds for quality and availability of clean air?	Concern: What measures provide security that the minimum will be met?	Concern: To what portion of the population is the assurance of adequate air pollution control provided?	Concern: To what degree is the individual able to influence availability and quality of clean air?
• <u>EPA Primary and Secondary Air Quality Standards</u> (see attached text): example: sulfur oxides: primary 0.03 ppm, annual - 0.14 ppm for 24 hr. • <u>California Emergency Episode Plan</u> Pollution thresholds 24 hr. for sulfur dioxide: - Stage 1 - Health Advisory Alert - 0.2 ppm - Stage 2 - Warning level - 0.7 ppm - Stage 3 - Emergency - 0.9 ppm * Concentrations of pollutants - National Air Surveillance Network (NASN) Sulfur Oxide: annual average concentration range from 0.002 ppm in Kansas City, Mo., to 0.17 in New York City - Continuous Air Monitoring Project (CAMP) Sulfur Oxides: these over 6 year period show mean annual concentrations ranging from 0.01 ppm in San Francisco to 0.18 ppm in Chicago - Mitre Air Quality Index (MAQI) - Extreme Value Index (EVI) - Findex SO_x levels--1962-67 (ppm) for Chicago 0.14, Philadelphia 0.08 - Oak Ridge Air Quality Index - State Air Pollution Emission Inventories - Air Quality Control Region Systems - Urban Systems Inventories¹	• <u>Clean Air Act</u> (as amended) - Thresholds cannot be exceeded more than once per year - EPA emission standards for motor vehicles (1974, 1975, 1976) • <u>State Air Pollution Agencies Calif. Air Resources Board Emergency Episode Plan</u> - Stationary Source Curtailment Plans - Traffic Abatement Act - New, stricter smog control standards on 1977 American cars • <u>Air Pollution Control District</u> * Inspection program for auto emission-- reported data * Licenses denied for stationary source facilities * HEW statistics: For sulfur oxides: - At concentrations of about 500 ug/m³ (0.19 ppm) of sulfur dioxide (24 hour mean) with low particulate levels, increased mortality rates may occur - At concentrations ranging from 105 ug/m³ to 265 ug/m³ (0.37 ppm to 0.092 ppm) of sulfur dioxide (annual mean) accompanied by smoke concentration of about 185 ug/m³, increased frequency of respiratory symptoms and lung disease may occur² + EPA Survey: 81% of persons polled opposed letting air pollution increase in areas that now have clean air-- 59% opposed relaxing pollution controls for factories³	• Standards designed to protect the general public • <u>Calif. Emergency Episode Plan - Stage 1</u> - Persons with respiratory or coronary artery disease are notified to take precautions; schools are notified * 1/2 population with reported respiratory disease, heart disease, circulatory problems * Health Advisory - Alert days in Air Pollution Control District * Increases in morbidity and mortality associated with fluctuation in pollution concentrations (short-term pollution episodes)	• <u>National Environmental Policy Act - 1969</u> - Public disclosure of environmental impacts • Special interest group pressure (e.g., National Resources Defense Council) • Public hearing and comment when regulations or standards are promulgated * Number of Environmental Impact Studies or Environmental Impact Reports held up because of air pollution impacts * Number of court cases, petitions against polluters

TABLE 4

NATIONAL AIR QUALITY STANDARDS

<u>Pollutant</u>	<u>Primary Standards</u>	<u>Secondary Standards</u>
Sulfur Oxides	(a) 80 micrograms per cubic meter (0.03 ppm) - annual arithmetic mean. (b) 365 micrograms per cubic meter (0.14 ppm) - maximum 24-hr. concentration not to be exceeded more than once per year.	(a) 60 micrograms per cubic meter (0.02 ppm) - annual arithmetic mean. (b) 260 micrograms per cubic meter (0.1 ppm) - maximum 24-hr. concentration not to be exceeded more than once per year, as a guide to be used in assessing implementation plans to achieve the annual standard. (c) 1,300 micrograms per cubic meter (0.5 ppm) - maximum 3-hr. concentration not to be exceeded more than once per year.
Particulate Matter	(a) 75 micrograms per cubic meter - annual geometric mean. (b) 260 micrograms per cubic meter - maximum 24-hr. concentration not to be exceeded more than once per year.	(a) 60 micrograms per cubic meter - annual geometric mean, as a guide to be used in assessing implementation plans to achieve the 24-hr. standard. (b) 150 micrograms per cubic meter - maximum 24-hr. concentration not to be exceeded more than once per year.
Carbon Monoxide	(a) 10 milligrams per cubic meter (9 ppm) - maximum 8-hr. concentration not to be exceeded more than once per year. (b) 40 milligrams per cubic meter (35 ppm) - maximum 1-hr. concentration not to be exceeded more than once per year.	
Photochemical Oxidants	160 micrograms per cubic meter (0.08 ppm) - maximum 1-hr. concentration not to be exceeded more than once per year.	
Hydrocarbons	160 micrograms per cubic meter (0.24 ppm) - maximum 3-hr. concentration (6 to 9 a.m.) not to be exceeded more than once per year.	
Nitrogen Dioxide	100 micrograms per cubic meter (0.05 ppm) - annual arithmetic mean.	

Reproduced from
best available copy.

Though national ambient air quality standards apply uniformly throughout the U.S., some states and regions have initiated standards more stringent than federal levels. The state of California, for example, has established the standards shown in Table 5.⁶ Though air quality standards are meant to establish minimal acceptable levels of concentration for protecting human health and welfare, some would argue the effectiveness of the thresholds. One argument against the appropriateness of thresholds established for acute levels of pollution has been presented by Hickey, Boyce, Haines, and Clelland (1970), who maintain that the long-term low-concentration levels of exposure which cause relatively little irritation, discomfort or odor may in reality constitute a more serious health hazard.⁷ The federal ambient air quality standards are merely one uniform set of thresholds for the whole nation. California and others have gone beyond this national level to be more specific. In California, for example, there are three pollution threshold levels: Stage 3--the emergency level; Stage 2--the warning level; and Stage 1--the health advisory alert level, in descending order of importance. If pollution levels reach the emergency level, a short-term emergency episode plan is activated to bring the pollution level under control. Pollutant levels are shown in Table 6 for each of these stages.⁸

Water quality thresholds under the B₁ column heading include U.S. drinking water standards. These standards, originally researched under the Public Health Service Act of 1912 and formulated under the Water Pollution Control Act of 1948, establish clean water standards necessary for public health.^{9*}

* Pursuant to the new Safe Drinking Water Act (1974), EPA has prepared more comprehensive drinking water regulations to include all standards specified in the existing act plus other standards for bacteria, turbidity, and radioactive materials.

TABLE 5

AIRBORNE AIR QUALITY STANDARDS

Pollutant	Averaging Time	California Standards ¹		National Standards ²		
		Concentration ³	Method ⁴	Primary ^{5,6}	Secondary ^{5,6}	Method ⁷
Photochemical Oxidants (Corrected for SO ₂)	1 hour	0.10 ppm (200 ug/m ³)	Neutral Buffered Potassium Iodide	160 ug/m ³ (0.08 ppm)	Same as Primary Std.	Chemiluminescent Method
Carbon Monoxide	12 hour	10 ppm (11 ug/m ³)	Non-Dispersive	-	Same as Primary Standards	Non-Dispersive
	8 hour	-	Infrared Spectroscopy	10 ug/m ³ (9 ppm)	-	Infrared Spectroscopy
	1 hour	40 ppm (46 ug/m ³)	-	40 ug/m ³ (35 ppm)	-	-
Nitrogen Dioxide	Annual Average	-	Saltzman Method	100 ug/m ³ (0.04 ppm)	Same as Primary Standard	Colorimetric Method Using Saltzman
	1 hour	0.25 ppm (470 ug/m ³)	-	-	-	-
Sulfur Dioxide	Annual Average	-	-	80 ug/m ³ (0.03 ppm)	60 ug/m ³ (0.02 ppm)	-
	24 hour	0.04 ppm (105 ug/m ³)	Conductimetric	95 ug/m ³ (0.14 ppm)	260 ug/m ³ (0.10 ppm)	Potassium Dichromate
	3 hour	-	Method	-	1500 ug/m ³ (0.5 ppm)	Method
	1 hour	0.5 ppm (1510 ug/m ³)	-	-	-	-
Suspended Particulate Matter	Annual Geometric Mean	60 ug/m ³	High Volume Sampling	75 ug/m ³	80 ug/m ³	High Volume Sampling
	24 hour	100 ug/m ³	-	260 ug/m ³	150 ug/m ³	-
Lead	30 Day Average	1.5 ug/m ³	High Volume Sampling, Wetness Method	-	-	-
Nitrogen Dioxide	1 hour	0.03 ppm (42 ug/m ³)	Coldine Spectroscopic Method	-	-	-
Hydrocarbons (Corrected for Benzene)	3 hour (6-9 a.m.)	-	-	160 ug/m ³ (0.24 ppm)	Same as Primary Standard	Flame Ionization Detection Using Gas Chromatography
Ethylene	8 hour	0.1 ppm	-	-	-	-
	1 hour	0.5 ppm	-	-	-	-
Visibility Reducing Particles	1 observation	To sufficient amount to reduce the prevailing visibility to less than 10 miles when the relative humidity is less than 70%		-	-	-

NOTES:

- California standards are not to be equaled or exceeded.
- National standards, other than those based on annual averages or annual geometric means, are not to be exceeded more than once per year.
- Concentration expressed first in units in which it was promulgated. Equivalent units given in parentheses are based upon a reference temperature of 25°C and a reference pressure of 760 mm of mercury. All measurements of air quality are to be corrected to a reference temperature of 25°C and a reference pressure of 760 mm of Hg (1,013.2 millibar); ppm in this table refers to ppm by volume, or micrograms of pollutant per mole of gas.
- Any equivalent procedure which can be shown to the satisfaction of the Air Resources Board to give equivalent results at or near the level of the air quality standard may be used.
- National Primary Standards: The levels of air quality necessary, with an adequate margin of safety, to protect the public health. Each state must attain the primary standards no later than three years after that state's implementation plan is approved by the Environmental Protection Agency (EPA).
- National Secondary Standards: The levels of air quality necessary to protect the public welfare from any known or anticipated adverse effects of a pollutant. Each state must attain the secondary standards within a "reasonable time" after implementation plan is approved by the EPA.
- Reference method as described by the EPA. An "equivalent method" of measurement may be used but must have a "consistent relationship to the reference method" to be approved by the EPA.
- Corrected for SO₂ in addition to SO₂.
- Prevailing visibility is defined as the greatest visibility which is attained or surpassed around at least half of the horizon circle, but not necessarily in continuous sectors.

Reproduced from
best available copy.


Table 6
California
EPISODE CRITERIA LEVELS

	Averaging Time	Stage 1--(Health Advisory-Alert)	Stage 2 (Warning)	Stage 3--(Emergency)
Photochemical Oxidant (Including Ozone)	1 Hour	20 ppm	40 ppm	60 ppm for one hour and predicted to persist for one additional hour.
Carbon Monoxide	1 Hour	40 ppm	75 ppm	100 ppm for one hour and predicted to persist for one additional hour.
	12 Hours	20 ppm	35 ppm	50 ppm
Sulfur Dioxide	1 Hour	0.5 ppm	1.0 ppm	2.0 ppm
	24 Hours	0.2 ppm	0.7 ppm	0.9 ppm

EPISODE STAGES

Listed below in order of increasing air pollution severity are the episode stages where specific actions will be required:

A. Stage 1 (Health Advisory-Alert)

A health advisory is issued when the concentration of pollutants specified for this stage is predicted or reached. Persons with respiratory or coronary artery disease should be notified to take precautions against exposure. Schools should be notified so they can curtail students' participation in strenuous activities. Abatement action for this stage will be voluntary.

B. Stage 2 (Warning)

A warning is called when the concentration of pollutants specified for this stage is predicted or reached. This is an intermediate stage. Abatement actions needed under this stage can, therefore, range from voluntary measures to mandatory measures.

C. Stage 3 (Emergency)

An emergency is called when the conditions specified for this stage are reached; and in the case of the one hour criteria for carbon monoxide or oxidant, are predicted to persist for one additional hour. If local district efforts for abatement are not adequate, the State may take action under the appropriate provisions of the State Peacetime Emergency Plan developed pursuant to the Emergency Services Act.

D. Episode Termination

A stage is to be terminated whenever the concentration of the pollutant(s) which causes the declaration of such episode has been verified to have fallen below the criteria level for the declaration of the episode, and meteorological data indicate that the pollutant concentration is expected to decrease.

As with air quality standards, these thresholds apply nationwide; however, in some cases, states or municipalities have initiated more stringent drinking water standards. Generally speaking, drinking water standards also apply to primary contact waters (those waters where the body may be submerged, such as recreational activities, or water which may be ingested). Thresholds criteria are very specific, as those proposed by EPA for primary contact waters. These health and safety considerations are clarity, bacteriological levels (the fecal coliform concentration should be an average of no more than 2000 per 100 ml, with a maximum of 4000 per 100 ml), pH range, recommended to be 6.5 to 8.3 with a minimum level of 5.0 to 9.0 and temperature which should not be in excess of 86° F unless due to natural occurrence.¹⁰

Standards which indirectly affect human health have been established under the Marine Protection Research and Sanctuaries Act, and EPA has proposed criteria for marine water quality to protect important species in the aquatic food chain. Other water quality standards (threshold levels) that affect humans directly and indirectly are those which apply to public water supply and agricultural and industrial water supply. Control of pollutants and the general improvement of the quality of water makes it available for more uses and protects against harmful residuals such as toxins and poisonous chemicals. It is important to note that there are specific thresholds correlated to specific water uses, such as for drinking, swimming, or viewing, and that such categorization implies an enforcement priority, the most important one being against hazards to health.

Objective Data

Since both air and water quality deal with physical properties of the environment, they are amenable to quantification for both initial measurement and continued monitoring. Considerable research has gone into establishing air and water quality threshold levels for individual

constituents, and this research effort continues as progress is made in the area of health sciences. Likewise, an extensive effort has been initiated for developing surveillance networks for monitoring both air and water quality. These range from national to local in scale. Examples include the following:

Air

- National Air Surveillance Network (NASN)
- Continuous Air Monitoring Project (CAMP)
- State Air Pollution Emission Inventories
- Air Quality Control Region System
- Urban Emission Inventories

Data from the above is collected and published through the Office of Air Programs of EPA in its Air Pollution Technical Documents.¹¹

Water

- National Water Surveillance Network--STORET
"... provides a national repository for all water quality control data collected by EPA and co-operating agencies^{11/12} (includes federal agencies, states and regions).

Statistical indexes and models have been developed to show how well standards are being met. These vary according to how data is calculated for evaluation. Indexes for measuring air quality include the Mitre Air Quality Index (MAQI), the Extreme Value Index (EVI), and the Oak Ridge Air Quality Index (ORAQI). Table 7 shows data derived from the above indexes.¹³ As Berry points out, "the problem with these indexes is they develop total standard-achievement measures as the sum of achievement ratios for the individual pollutant, without due regard being given to the interdependencies and interactions among pollutants that arise from their physical relationship in the environment."¹⁴

One proposed index discussed by Berry is Babcock's PINDEX (1970). The PINDEX index includes provision for particulate matter - sulfur

TABLE 7

AIR POLLUTION DATA UTILIZING MAQI,
EVI, AND ORAQI MEASURES

	MAQI	EVI	ORAQI
NEW YORK			
1968	6.07	20.06	246
1969	5.01	13.39	181
1970	3.48	7.38	116
BALTIMORE			
1968	3.51	6.95	127
1969	3.28	4.48	117
1970	4.17	15.15	114
BIRMINGHAM			
1968	5.09	26.67	135
1969	4.25	22.41	107
1970	5.05	16.13	76
BOSTON			
1968	2.35	3.24	84
1969	2.51	2.58	79
1970	2.12	1.09	76
PHILADELPHIA			
1968	3.84	9.15	128
1969	2.72	5.53	82
1970	3.99	13.38	150
ST. LOUIS			
1968	3.82	18.07	157
1969	5.35	27.24	163
1970	4.41	13.15	125
MILWAUKEE			
1968	4.27	30.82	119
1969	3.17	10.17	89
1970	2.69	6.41	70
ATLANTA			
1968	2.88	2.22	108
1969	2.51	1.10	91
1970	2.60	3.44	86
DETROIT			
1968	4.01	17.90	145
1969	3.68	12.11	138
1970	3.39	9.17	102

Source: U. S. Council on Environmental Quality (1972).

oxides synergisms, as well as the effects of oxidants as both primary and secondary pollutants. Data from the PINDEX model is shown in Table 8.¹⁵

Proposed statistical indexes for water quality evaluation include:

(1) Prevalence - Duration - Intensity Index (PDI)

This measure considers the relationship of actual water quality to state standards. It has been computed for a nationwide network of 10,000 stations, leading, however, to a single judgemental decision as to whether water at each station is polluted or not polluted.

(2) Enviro-Control Water Pollution Measurement System

This measurement system focuses on DoD as a criterion and has been computed for 140 selected stations with the reliable DoD data. A problem is that the 142-station network is not closely correlated with the urban system.

(3) Syracuse Pollution Index (SPI)

The important feature of this index is that it provides a single measure of water quality relative to permissible use standards. This is perhaps the most inclusive index available.¹⁶

The PDI index "... allows any water body to be described in terms of the prevalence, duration, and intensity of its water pollution, corrected for natural background pollutant levels, and taking into account the flow characteristics of the water courses for which it is computed. The index is based on how much water quality deviates from Federal-State water quality standards, which vary from place to place, depending on locally established use designations as to use, as for drinking, swimming, industrial waste discharge, etc."¹⁷

The prevalence of water pollution was first assessed systematically on a nationwide basis in 1970 and reported in The Annual Report of the Council on Environmental Quality. The 1970 figures indicated that 27 percent of the U.S. stream

TABLE 8

PINDEX LEVELS FOR SELECTED U.S. CITIES*

	PM ($\mu\text{g}/\text{m}^3$)	SO _x (ppm)	NO _x (ppm)	CO (ppm)	HC (ppm)	Oxidant (ppm)	
Chicago	124	0.14	0.14	12.0	3.0	0.01	
Cincinnati	154	0.03	0.06	6.0	3.0	0.02	
Denver	126	0.01	0.07	7.9	2.4	0.03	
Los Angeles	119	0.02	0.13	11.0	4.0	0.05	
Philadelphia	154	0.08	0.08	6.8	2.0	0.01	
Saint Louis	143	0.04	0.07	5.8	3.0	0.04	
San Diego	69	0.01	0.05	3.0	6.0	0.03	
San Francisco	68	0.01	0.14	3.2	3.0	0.02	
San Jose	92	0.01	0.12	5.0	4.0	0.02	
Washington	77	0.05	0.07	6.0	3.0	0.02	
Pindex Levels							
						TOTAL	
Chicago	0.47	0.42	0.56	0.18	0.11	0.10	2.04
Los Angeles	0.14	0.06	0.52	0.14	0.15	0.50	1.91
Saint Louis	0.42	0.14	0.26	0.18	0.11	0.16	1.43
Philadelphia	0.49	0.24	0.32	0.21	0.07	0.10	1.43
San Jose	0.26	0.03	0.48	0.16	0.15	0.30	1.38
Denver	0.35	0.03	0.29	0.25	0.09	0.29	1.30
Cincinnati	0.44	0.09	0.24	0.19	0.11	0.20	1.27
San Francisco	0.19	0.03	0.56	0.16	0.11	0.20	1.24
Washington	0.26	0.15	0.29	0.18	0.11	0.20	1.19
San Diego	0.19	0.03	0.20	0.09	0.22	0.30	0.93

* (approximated from 1962 to 1967 data). Source: Babcock (1970), p. 639

and shoreline miles were polluted. EPA assessed it again a year later and found that, despite improved field reporting, the prevalence of pollution was about the same nationally (29 percent) in 1971.

Table 9 summarizes the EPA data for major drainage basins.¹⁸ Unfortunately, of the four apparently significant shifts in reported water pollution that took place--in the Ohio, Gulf, Missouri, and Northeastern Basins--three are so obscured by procedural variations that it is impossible to evaluate the degree of real change. Both the Gulf and Missouri Basins reported an enormous improvement in compliance with state water quality standards, but the apparent improvement between 1970 and 1971 is almost certainly due to more accurate reporting, not to better water. In the case of the Ohio River Basin, the 1970 assessment overlooked a large number of smaller tributaries which were polluted.

The last column of Table 9 shows the duration-intensity factor for the 1971 figures. Whereas the prior columns simply indicate what portion of the stream was polluted, the duration-intensity factor indicates how badly polluted it was and for how long during the year it was in violation of the standards. To obtain the complete PDI index, the number of polluted stream miles is multiplied by the duration-intensity factor. Thus, the higher the factor is, the worse the pollution.

The PDI index has several advantages. It covers all U.S. surface waters. It considers the relationship of actual water quality to state standards of desirable water quality.¹⁹

The above is merely representative of objective data available for measuring air and water quality. Similar data is recorded at state, regional, and local agency levels in addition to data available through universities and private research institutions.

B₂ Column - Security

Moving on now to the B₂ column of the needs matrix, which considers the major acts and enforcement mechanisms that insure standards will be

TABLE 9

WATER POLLUTION INDEX SUMMARIZED FOR MAJOR DRAINAGE
AREAS, 1970 AND 1971

Major Watershed	Stream Miles	Polluted miles			1971 Duration- Intensity- Factor
		1970	1971	Change	
Ohio	28,992	9,869	24,031	+13,746	0.42
Southeast	11,726	3,109	4,490	+ 1,381	.74
Great Lakes	21,374	6,580	8,771	+ 2,191	.45
Northeast	32,431	11,895	5,823	- 6,072	.61
Middle Atlantic	31,914	4,620	5,627	+ 869	.47
California	28,277	5,359	8,429	+ 2,499	.27
Gulf	64,719	16,605	11,604	- 5,001	.35
Missouri	10,448	4,259	1,839	- 2,420	.31
Columbia	30,443	7,443	5,685	- 1,758	.12
UNITED STATES	260,324	69,739	76,295	+ 5,435	.41
UNITED STATES LESS OHIO	231,332	59,870	52,263	- 8,311	.40
UNITED STATES LESS COLUMBIA	229,881	62,296	70,614	+ 7,193	.43

Source: Environmental Protection Agency, "The Cost
of Clean Water" (1972).

met over time. Legislation for air includes: The Clean Air Act, as amended in 1973; EPA emission standards; state and regional air quality standards; and for water, the Federal Water Pollution Control Act of 1972 and more recently the Safe Drinking Water Act of 1974. The federal government, under these Acts, has the power to seek court injunction against polluters who create health hazards or endanger livelihood. States must adopt standards for intrastate waters and submit these to EPA for approval. Further, EPA has the power to enter and inspect any polluting facility to check its records and monitoring equipment and to sample discharges. EPA may enforce the criteria for permit conditions and other requirements of the law by issuing administrative orders that are enforceable in court, or by seeking court action.

Objective Data

Air pollution episodes in New York City have been associated with exposures similar to those of the London episodes. In one case, for example, excess deaths were detected in New York following a 24-hour period during which sulfur dioxide concentrations exceeded $1500 \mu\text{g}/\text{m}^3$ (>0.5 ppm) (as measured by the hydrogen peroxide titrimetric method) and suspended particulate matter was measured as a soiling index of 6 cohs or greater.

For Rotterdam, there have been indications of a positive association between total mortality and exposure for a few days to 24-hour mean concentrations of $500 \mu\text{g}/\text{m}^3$ (0.19 ppm) sulfur dioxide. Further, it has been reported that: "There is a faint indication that this will happen somewhere between 300 and 500 μgSO_2 per m^3 per 24 hours" (0.11 ppm and 0.19 ppm).

A survey of emergency clinics at major New York City hospitals revealed a rise in visits for upper respiratory infections and cardiac diseases in both children and adults in all four hospital studies during a 10-day period of elevated pollution levels. Sulfur dioxide ranged between $200 \mu\text{g}/\text{m}^3$ and $2460 \mu\text{g}/\text{m}^3$ (0.07 ppm to 0.86 ppm) during the period studied; hospital admissions were clearly elevated at a time when concentrations had not yet exceeded $715 \mu\text{g}/\text{m}^3$ (0.25 ppm). Smoke shade was close to 3 coh units.

In London, a one-day exposure to a daily average level of $600 \mu\text{g}/\text{m}^3$ of sulfur dioxide (0.20 ppm) caused accentuation of

symptoms in persons with chronic respiratory disease on the day following the high sulfur dioxide level if particular matter at a substantial concentration was also a pollutant.²⁰

Subjective Data

Various attitudinal data on the quality of the natural environment has been collected by the Institute for Social Research in Ann Arbor, Michigan. The following question was asked concerning air and water quality:²¹

"How do you feel about: The conditions of the natural environment -- the air, land, and water in this area?" (May 1972)

<u>Delig.</u>	<u>Pleas.</u>	<u>Mos. Sat.</u>	<u>Mixed</u>	<u>Mos. Diss.</u>	<u>Unhap.</u>	<u>Terr.</u>
5%	18%	27%	21%	12%	10%	7%

B₃ Column - Equal Access

Federal standards for air and water quality are designed to protect the general public and therefore apply nationwide. As mentioned above, state and regional standards are in some cases more stringent than federal standards; however, in every case these apply uniformly to all populations within their jurisdiction.

The problem lies in fact that standards (thresholds) are set to protect the general public and do not necessarily reflect health dangers for subpopulations of persons already combating health problems (e.g., respiratory diseases, heart malfunctions, circulatory problems). These persons are generally more susceptible to air pollution hazards and, thus, their activities are even more restricted during acute pollution days.

Objective Data

One objective measure of equal access to air quality might be the number of air pollution alert days in an air quality control district along with correlated morbidity and mortality rates for the same days.

A measure of access to water quality might be the effectiveness of enforcement measures or bodies or stream miles of polluted water of the total available. Geographic areas which suffer from extensive pollution, then, would be cited as not having access to tolerable water in their living environment. The volume of bottled drinking water sold in a district would be one method of measuring the extent of intolerability as perceived by the general public in that district.

B₄ Column - Ability to Influence

In a general sense, the National Environmental Policy Act of 1969 establishes the overall policy of public disclosure of environmental impacts to allow for public response and action. Though thresholds themselves are not easily influenced by the general public (they are primarily established and adjusted through research), both security and access to security can be accomplished by the public, the typical case being a request by industry to relax the standards until they can be met in a more cost-effective way (e.g., auto emission standards).

The Federal Water Pollution Control Act additionally requires the states to hold public hearings to review their water quality standards and, if necessary, to update them at least once every three years. Other means of public influence might be through special interest group associations, such as the Natural Resources Defense Council, as well as applying pressure on public regulating bodies, such as the Air Pollution Control Board, or private industrial polluters.

Objective Data

The number of environmental impact statements reporting negatively on the adequacy of air and water pollution control employed by a proposed project might be one measure of public influence. Court cases based on examples such as the above or on personal health hazards from uncontrolled pollution would offer another measure of influence.

Subjective Data

Percent of persons willing to attend public hearings.

H₁ Column - Threshold Level/Higher Needs

Moving from left to right across the needs matrix for the issues of air and water quality brings us to the task of defining QOL threshold levels for meeting higher needs. For purposes of this report, a preliminary decision was made on the dividing point between basic and higher need levels. The division was made to include as basic needs only those standards (threshold) pertaining to health and safety; all other thresholds were considered to be higher needs because they dealt with such things as taste, color, odor and aesthetic appeal. The argument here could be made that odoriferous air or water may cause psychological stress, which may affect human health and safety indirectly; however, thresholds do not seem to reflect this premise as yet. Perhaps, as further cause-effect information is uncovered, standards will reflect also psychological stressors defined as health hazards.

Threshold Levels

For drinking water and for water used for recreation, standards have been established based on tolerance levels for taste, color, odor and turbidity. Standards also specify thresholds for copper, zinc,

iron, dissolved solids, and detergents. For recreational water, EPA has proposed criteria for limiting pH, providing clarity, controlling microorganisms, and establishing temperature levels suitable for water used for bathing and swimming. These thresholds stem from such general aesthetic objectives as the following:

- a) All surface waters should be capable of supporting life forms of aesthetic value.
- b) Surface waters should be free of substances attributable to discharge or wastes (e.g., objectionable deposits, floating debris, oil, scum, substances producing objectionable color, odor, taste, or turbidity, and so on).²²

In addition to the established standards, a number of surveys have been conducted by the Bureau of Parks and Recreation in particular, in an attempt to establish further thresholds based on aesthetic properties of water. To date, these have not moved beyond recommended guidelines.

Objective Data

Data sources for indicating where regions and states do not conform to the water quality standards in the H_1 column would be the same as those identified under the B_1 column.

H_2 Column - Security

The Federal Water Pollution Control Act, along with state and regional pollution control boards, offers security for assuring that higher need thresholds will not be ignored. U.S. and state public service monitoring of recreational waters provides further security in addition to enforcement measures taken by parks and recreation agencies.

Objective Data (example)

- Number of swimming areas closed for pollution clean-up.

Subjective Data (example)

- Annual park-user complaints based on aesthetic criteria.

H₃ Column - Equal Access

Standards cited for water quality apply to all bodies of water and, therefore, to all persons. However, enforcement of standards may vary from region to region and thus may by default discriminate. The apportionment of tax dollars for water pollution control, for example, may be quite different between areas facing similar water quality problems. This may or may not reflect user interests.

Objective Data

One relatively objective measure might be the degree of choice or number of approved recreational water areas, within a geographic area.

H₄ Column - Ability to Influence

Individuals or groups of individuals may influence the quality of recreational waters within their local area through public hearing, special interest group pressure (petitions), letters to public officials, or referendums.

The most effective method, however, may be through purchasing power (e.g., patronage of recreational areas).

Objective Data

- Public hearing attendance
- Pressure grouping and special interest groups (Sierra Club)
- Referendums passed and defeated for improved water quality used for recreational purposes

Subjective Data

- Survey results from "willingness to pay" for improved water quality based on aesthetic criteria.

SECTOR: NATURAL ENVIRONMENT

ISSUE: SCENIC AND WILDLIFE RESOURCES
Protection

B₁ Basic Need/Threshold

- Protects any wild mammal, fish, bird, amphibian, reptile, mollusk or crustacean threatened with extinction
- Calif. Coastal Zone includes mountain ranges or five miles from the mean high tide line whichever is the shorter distance

B₂ Security

- Wild & Scenic Rivers Act
Sec. 1271-1273
- Marine Protection Research-Sanctuary Act of 1972
- Scenic Highways Act
- National Coastal Zone Act
- Calif. Coastal Zone Conservation Act
- * Approximately two million people or 20% of the population of Southern California live within the five-mile coastal zone of Los Angeles & Orange Counties¹
- * Over 100 animals in the U.S. (including 50 birds and 31 fish) are in danger of becoming extinct (Source: U.S. Fish and Wildlife Service)²

B₃ Equal Access

B₄ Ability to Influence

- Special interest groups
 - Audubon Societies, Sierra Club, and garden clubs
- * The Coastal Zone Conservation Bill of 1972 (Calif) reached the ballot by citizen initiation and was voted into law by 55% of the electorate

SECTOR: NATURAL ENVIRONMENT

ISSUE: NOISE

Health hazards & amenities

<u>B₁ Basic Need/Threshold</u>	<u>B₂ Security</u>	<u>B₃ Equal Access</u>	<u>B₄ Ability to Influence</u>
• Maximum level - 73 dB of 4000 HZ noise for a continuous exposure of 8 hours • Critical sound exposure levels (Dickerson 1970) safe - 70-80 dB(A) hearing loss begins - 90 dB(A), 50% probability of impairment - 95 dB(A), losses of all exposed individual - 105 dB(A) • Persons suffering presbycusis • Temporary threshold shift in loss of hearing	• State & local quantitative and qualitative noise ordinance for motor vehicles • Airport citing restrictions • NEPA • Noise Control Act (1972)		• Legal action • Group appeals • Individual complaints • <u>National Environmental Policy Act</u> • Court action • Complaints issued to - petitions to city councils

ISSUE: RADIATION

- 10 CFR Chap 1, Part 20 No licensee shall cause:
 - (1) radiation levels which, if an individual were continuously present in the area, could result in his receiving a dose in excess of 2 mR/hrs (2 mrem) in any one hour or (2) radiation levels which if an individual were continuously present in the area could result in his receiving a dose in excess of 100 mR/hrs in any 7 consecutive days
- EPA special structure group-- limit of 5 mrem per year per reactor at the site boundary
- National Council on Radiation Protection and Measurements
 - Figure of 170 mrem per year per reactor at the site boundary
- Gross Beta radioactivity $\mu\text{Ci}/\text{m}^2$
- Rainfall-mm
- Beta radioactivity deposition mCi/m^2
- FVPC Act
- EPA Radiation Alert Network Station
- Tritium Surveillance Systems
- National Council on Radiation Protection and Measurement
- Federal Radiation Council

SECTOR: NATURAL ENVIRONMENT
 ISSUE: NOISE

Health hazards & amenities

<u>N₁ Basic Need/Threshold</u>	<u>N₂ Security</u>	<u>N₃ Equal Access</u>	<u>N₄ Ability to Influence</u>
• Intrusion noise interference with activity or annoyance maximum level 45 dB indoors, 55 dB outdoors	• Noise control U.S. Code No. 42, 4901-4819 • Municipal ordinances-- emission levels for specific sources e.g., loud-speakers, construction projects • HUD guidelines for location of projects • EPA--noise from truck tires		• Legal action • Group action • Individual complaints • NEPA
	* Maximum noise limits at residential boundary (N3) Chicago--63 dB(A), Anaheim--60, Fairlawn, N.V., Chicago M-2--58, Beverly Hills--43¹ * Loss of sleep due to noise, survey results * Loss of property values due to expressway noise		• Court action • Complaints issued

SECTOR: NATURAL ENVIRONMENT

ISSUE: PESTICIDES

Health Hazards & amenities

<u>B₁ Basic Need/Threshold</u>	<u>B₂ Security</u>	<u>B₃ Equal Access</u>	<u>B₄ Ability to Influence</u>
• EPA pesticide pollution residuals most important - DDT - Dieldrin - Heptachlor - Heptachlor Epoxides - Toxaphene - Parathion/Paroxon • EPA- minimum standard for certifying applications	• <u>Federal Water Pollution Control Act</u> • <u>State Water Pollution Control Boards</u> • <u>Consumer Protection Program</u> • Food & Drug Administration • U.S. Department of Agriculture • <u>Federal Environmental Pesticide Control Act</u>		

SECTOR: NATURAL ENVIRONMENT

ISSUE: LAND USE

Degree of choice

B ₁ Basic Need/Threshold	B ₂ Security	B ₃ Equal Access	B ₄ Ability to Influence
• No quantitative thresholds established at national levels • Local ordinance--limits on lot coverage and floor area ratio and standard resident zoning regulations • Court decisions: "No community has the right to make, by itself, decisions that adversely affect other communities." • In urbanized areas, population per square mile has declined from 6,580 in 1920 to 4,230¹ • % per type of land use - Residential - Commercial - Industrial - Extractive - Public, quasi-public - Transportation, communication, utilities - Agricultural recreational, water	• Land use, lot coverage, and floor area ratios determined at municipal levels - Zoning laws related ordinances (code enforcement) - Building permits, public power • Soil Conservation Act 16 USC 59 OFF • <u>Historic & Archaeological Sites Act</u> • HUD 701 Program (Comprehensive Planning Assistance) • State land use planning acts (e.g., Connecticut Plan of Conservation & Development) identifying critical areas for review • General Plan - Regional and local level (specific distribution of different land uses) • Specific land use Acts e.g., Williamson Act of California to preserve agricultural land through tax incentive • In the U.S., estimated 10,000 local governments with independent, autonomous authority over land use decisions²	• Public review built into General Plan and aspects of zoning administration • Variance and appeal process • EIR process • Citizen groups and special interest groups (developers' groups, real estate) • New York metropolitan area-- 500 separate jurisdictions control land use³ • Cook County, Chicago -- 130 separate zoning authorities⁴	• Public review built into General Plan and aspects of zoning administration • Variance and appeal process • EIR process • Citizen groups and special interest groups (developers' groups, real estate)

SECTOR: NATURAL ENVIRONMENT

ISSUE: SOLID WASTE

^{B₁} Basic Need/Threshold	^{B₂} Security	^{B₃} Equal Access	^{B₄} Ability to Influence
	• Local ordinances related to solid waste disposal, odors & visual impacts • State & local rules on handling of solid wastes: - Solid Waste Disposal Act (1965)		
* Health hazards connected with solid waste pollution--fly and rodent borne disease	* EPA National Survey of Solid Waste Practices		

NATURAL ENVIRONMENT - ISSUE WRITEUP: REFERENCES

1. Federal Register, 38 F. R. 25678 (14 September 1973).
2. Brian J. L. Berry et al., Land Use, Urban Form and Environmental Quality, p. 40, Research Paper No. 155, Department of Geography, University of Chicago, Chicago, Illinois (1974).
3. Berry, op. cit., p. 41.
4. Berry, op. cit., p. 40.
5. Berry, op. cit., p. 41.
6. California Air Resources Board, "California Air Quality Data, July, August, September 1972," p. 15, Volume IV, No. 3.
7. Cited in Berry, op. cit., p. 57.
8. California Air Resources Board and Office of Emergency Services, "California Air Pollution Emergency Plan," pp. 3-4 (July 1974).
9. Berry, op. cit., p. 109.
10. U. S. Environmental Protection Agency, "Proposed Criteria for Water Quality, Volume I," pp. 401-404, Washington, D. C. (October 1973).
11. Berry, op. cit., pp. 32-33.
12. Berry, op. cit., p. 86.
13. Berry, op. cit., p. 52.
14. Berry, op. cit., pp. 52-53.
15. Berry, op. cit., p. 55.
16. Berry, op. cit., p. 117 and p. 128.
17. Berry, op. cit., p. 128.
18. Berry, op. cit., p. 129.
19. Berry, op. cit., pp. 128-130.

20. U. S. Department of Health, Education and Welfare, "Air Quality Criteria for Sulfur Oxides, Summary and Conclusions," pp. 10-11, Consumer Protection and Environmental Health Service, Public Health Service, reprinted from Air Quality Criteria for Sulfur Oxides, issued by the National Air Pollution Control Administration, Arlington, Virginia (February 1969).
21. Andrews, F. M. and Withey, S. B., "Developing Measures of Perceived Life Quality; Results from Several National Surveys," Social Indicators Research, I (1974).
22. U. S. Environmental Protection Agency, op. cit., pp. 340-341.

NATURAL ENVIRONMENT - BIBLIOGRAPHY

- Andrews, Frank M. and Withey, Stephen B., "Developing Measures of Perceived Life Quality; Results from Several National Surveys," Social Indicators Research, I (1974).
- Babcock, Jr., L. R., "A Combined Pollution Index for Measurement of Total Air Pollution," Journal of the Air Pollution Control Association, Vol. 20, No. 10 (October 1970).
- Berry, Brian J. L. et al., Land Use, Urban Form and Environmental Quality, Research Paper No. 155, Department of Geography, University of Chicago, Chicago, Illinois (1974).
- California Air Resources Board, "California Air Quality Data, July, August, September 1972," Volume IV, No. 3.
- California Air Resources Board and Office of Emergency Services, "California Air Pollution Emergency Plan" (July 1974).
- Committee on Merchant Marine and Fisheries, A Compilation of Federal Laws Relating to Conservation and Development of Our Nation's Fish and Wildlife Resources, Environmental Quality, and Oceanography, committee print, January 1973.
- Flax, Michael J., "A Study in Comparative Urban Indicators: Conditions in 18 Large Metropolitan Areas," URI 20006, The Urban Institute, Washington, D. C. (April 1972).
- Environment Report, published by Trends Publishing, Inc., National Press Building, Washington, D. C. (4 September 1974).
- Environmental News, news releases, briefs, and addresses, issued by the U. S. Environmental Protection Agency, Washington, D. C. (1 August 1974 and 27 February 1975).
- Hickey, R. J., D. E. Boyce, E. B. Harmer, and R. C. Clelland, Ecological Statistical Studies Concerning Environmental Pollution and Chronic Disease. Summary in Digest of Technical Papers, 2nd International Geoscience Electronics Symposium, IEEE, Washington, D. C. (April 1970).
- "Land Use: More and Better Choices for America." address given by the Honorable Russell E. Train, Administrator, U. S. Environmental Protection Agency, at a land conference sponsored by the Natural Resources Council of Connecticut and the Connecticut Department of Environmental Protection, Northford, Connecticut, 26 November 1974 (released in Environmental News, December 1974).

Marine Advisory Program, Sea Grant Program, University of Southern California, "Changing the Future of the Coast: Increasing Public Access, A Report on the Coastal Plan of the South Coast Regional Coastal Commission," Los Angeles, California (February 1975).

National League of Cities, "Recreation in the Nation's Cities, Problems and Approaches," Washington, D. C. (December 1968).

U. S. Department of Health, Education and Welfare, "Air Quality Criteria for Sulfur Oxides, Summary and Conclusions," Consumer Protection and Environmental Health Service, Public Health Service, reprinted from Air Quality Criteria for Sulfur Oxides, issued by the National Air Pollution Control Administration, Arlington, Virginia (February 1969).

U. S. Environmental Protection Agency, "National Primary and Secondary Ambient Air Quality Standards," Federal Register, Vol. 36, No. 84, Pt. II (30 April 1971).

_____, "Proposed Criteria for Water Quality, Volume I," Washington, D. C. (October 1973).

NATURAL ENVIRONMENT

REFERENCES FOR OBJECTIVE (*) AND SUBJECTIVE (+) DATA

Air Quality

1. * Land Use, Urban Form and Environmental Quality, Berry, Brian J. L., University of Chicago for EPA
2. * Air Quality Criteria for Sulfur Oxides, U. S. Department of Health, Education, and Welfare, 1969 - booklet
3. * Environmental News, August 1, 1974 (EPA-A-107) article - "Impact of the Fuel Shortage on Public Attitudes Toward Environmental Protection"

Water Quality

1. * - 2. * - 3. * Land Use, Urban Form and Environmental Quality, Berry, Brian J. L., University of Chicago for EPA
4. * - 5. * Environmental News - February 27, 1975 - "EPA Approves \$40 million for State, Interstate Water Programs"

Scenic and Wildlife Resources

1. * "Changing the Future of the Coast: Increasing Public Access" - Marine Advisory Program, Sea Grant Programs, University of Southern California Report
2. * "U. S. List of Endangered Fauna," U. S. Fish and Wildlife Service
3. * "Changing the Future of the Coast: Increasing Public Access" - Marine Advisory Program Report (University of Southern California), February 1975.

Noise

1. * - 2. * - 3. * Land Use, Urban Form and Environmental Quality, Berry, Brian J. L. for EPA

Land Use

1. * - 2. * - 3. * - 4. * "Land Use: More and Better Choices for America" - Environmental News, December 1974, EPA

6. Physical

General

Perhaps the most visible indicator of a nation's quality of life is the condition of its physical environment. The state of any nation's physical environment depends on its wealth of natural resources as well as man's use of those resources in manufacturing, processing and development activities. In this section we are primarily concerned with the feasibility of measuring the impact of the man-made environment on quality of life, although this sector necessarily involves certain aspects of the natural environment as well.

The built environment represents an extremely broad sector, and the key issues concerning this sector are many. For the purpose of our analysis, seven separate issues have been identified. These seven issues represent a sufficiently broad spectrum to facilitate the analysis of virtually any concern relating to man's control over the physical environment. The seven issues are:

- Housing
- Nonresidential buildings and structures
- Food, drugs, and cosmetics
- Commercial and industrial products
- Public services
- Transportation
- Recreation and open space

For each of these issues, a variety of sub-issues are relevant, although the sub-issues for each category vary considerably. Sub-issues relating to the commercial products category, for example, would include such concerns as cost economy, durability and ease of use, whereas sub-issues relating to transportation would include such concerns as safety, availability, and privacy. Although it is possible to develop a reasonably comprehensive

PHYSICAL SECTOR

ISSUE: Housing:

B₁ Basic Needs/Threshold

Concern: Is my basic shelter of adequate quality?

• Bureau of the Census

Housing classification standards. Establishes definitions of sub-standard housing according to measures of structural soundness & the availability of plumbing

(B-1-F-G1-3-1-N-Y)

B₂ Security

Concern: How secure do people feel about the quality of their shelter?

• HUD Minimum Property Standards

Establishes design, material & construction standards by type of dwelling unit

(B-2&B-3-F-G3-3-1-Y-Y)

• Uniform Building Code

Establishes standards for building material, design & construction

(B-2&B-3-S-MG1-3-1-N-N)

• Manual of Acceptable Practices

Detailed supplement to HUD Minimum Property Standards

(B-2&B-3-F-G3-3-1-Y-Y)

• Uniform Mechanical Code

Establishes standards for installation & maintenance of heating & ventilation in dwelling units

(B-2&B-3-S-MG1-3-1-N-N)

• The HUD Act of 1968

States basic Federal housing goals & policies

(B-2&B-3-F-G1-1-2-Y-N)

• Uniform Plumbing Code

Standards for materials use & installation

(B-2&B-3-S-MG1-3-1-N-N)

• Palo Alto City Building Code

Adds to or amends the Uniform Building Code standards

(B-2&B-3-L-G3-3-1-Y-N)

B₃ Equal Access

Concern: To what proportion of the population are the assurances of housing quality applicable?

• HUD Minimum Property Standards

Establishes design material & construction standards by type of dwelling unit

(B-2&B-3-F-G3-3-1-Y-Y)

• Uniform Building Code

Establishes standards for building material, design & construction

(B-2&B-3-S-MG1-3-1-N-N)

• Manual of Acceptable Practices

Detailed supplement to HUD Minimum Property Standards

(B-2&B-3-F-G3-3-1-Y-Y)

• Uniform Mechanical Code

Establishes standards for installation & maintenance of heating & ventilation in dwelling units

(B-2&B-3-S-MG1-3-1-N-N)

• The HUD Act of 1968

States basic Federal housing goals & policies

(B-2&B-3-F-G1-1-2-Y-N)

• Uniform Plumbing Code

Standards for materials use & installation

(B-2&B-3-S-MG1-3-1-N-N)

• Palo Alto City Building Code

Adds to or amends the Uniform Building Code standards

(B-2&B-3-L-G3-3-1-Y-N)

• In 1970, 22% of the black population lived in sub-standard housing, and 6% of the non-black population lived in sub-standard housing (B-3)

- Standards
- Objective Data
- Subjective Data

B₄ Ability to Influence

Concern: To what degree is the individual able to influence housing quality standards?

• Palo Alto Municipal Code

Establishes procedures for applying for a building variance

(B-4-L-G3-1-3-N-N)

• Dept. of Housing & Development Law - 1974

- Requires federal subsidies for public housing be cut from local housing authorities that fail to enforce rent collection

• Recent survey revealed that subsidies for public housing, nearing \$500 million a year, have been inflated by failure of local housing authorities to collect full rents from tenants (General Accounting Office)⁴

• More than 3 million low-income Americans live in public housing owned and operated by public agencies (CBO investigation, 1974)⁵

• 7% of households in 1970 were living in sub-standard housing (B-1)¹

+ Gallup Poll, November 1974

"How would you rate the condition of your house & property?" excellent - 28%; good - 46%; fair - 18%; and poor - 7%.²

PHYSICAL SECTOR

ISSUE: Housing

| <u>H₁ Basic Need/Threshold</u> | <u>H₂ Security</u> | <u>H₃ Equal Access</u> | <u>H₄ Ability to Influence</u> |
|---|--|---|---|
| <p>Concern: Does quality housing contribute to a resident's status, prestige or self-esteem?</p> <p>• <u>Palo Alto Municipal Code Title 21 - Subdivisions & Other Divisions of Land</u></p> <p>Establishes standards for the quality of land divisions</p> <p>(H-1-L-G3-1-2-Y-N)</p> <p>• <u>Palo Alto Municipal Code Title 18 - Zoning</u></p> <p>Establishes zoning standards for all types of dwelling units in the city</p> <p>(H-1-L-G3-1-2-Y-N)</p> | <p>Concern: To what degree can one feel secure about finding ego fulfillment in quality housing?</p> <p>• Standardized requirements for facilities for social interaction in a planned community</p> <p>(H-2&H-3-L-NG2-1-Y-N)</p> <p>• Binding agreements to maintain a certain implicitly prestigious character of appearance of houses & yards in a neighborhood or housing association</p> <p>(H-2&H-3-L-NG2-1-Y-N)</p> | <p>Concern: To what degree are people provided equal access to security about finding ego fulfillment in quality housing?</p> <p>• Standardized requirements for facilities for social interaction in a planned community</p> <p>(H-2&H-3-L-NG2-1-Y-N)</p> <p>• Binding agreements to maintain a certain implicitly prestigious character of appearance of houses & yards in a neighborhood or housing association</p> <p>(H-2&H-3-L-NG2-1-Y-N)</p> | <p>Concern: To what degree can the individual's ability to influence housing quality standards affect status, prestige, or self-esteem?</p> |

issue list containing only seven components, the number of sub-issues relative to any given issue is enormous, especially if one were to consider sub-issues by each type of product, service or facility. Because a comprehensive analysis of this type is beyond the scope of this feasibility study, only indicative issues and sub-issues are being considered.

Matrix Analysis--An Example

To demonstrate the feasibility of using the impact matrix methodology to measure quality of life in the physical environment, the issue of housing has been chosen as an illustrative example. The issue of standard housing relates to quality of life (QOL) in that it is a fundamental concern to most individuals, and as such is a widely accepted indicator of quality of life in general. In addition, the housing issue concerns many basic level needs which must be fulfilled to some degree as a prerequisite to the fulfillment of higher need concerns represented in other issues relative to QOL. The issue of standard housing is also a good illustrative example of QOL in the physical sector because:

- Housing standards deal primarily with basic need concerns as do most physical sector concerns.
- Housing standards exist at all levels of government, and thus represent the full spectrum of sector standards.
- Housing policy often has many implications in policy decisions relative to other aspects of the physical environment.

Because housing quality is a fundamental aspect of the housing issue, the sub-issue of quality and safety of housing materials, design and construction will be considered for this illustrative matrix example. Quality design would include such considerations as square footage, number of bedrooms, etc. Existing design standards are intended to prevent overcrowded housing conditions, and such standards are typically measured

in terms of what is inadequate. Other types of housing quality concerns can be measured in a variety of ways, but perhaps the dominant means of measuring or standardizing such concerns is in terms of defining, quantifying and remedying substandard conditions. That is, housing quality and housing design quality is standardized according to what it is not (e.g., substandard or inadequate). Other less significant conceptual considerations include fire insurance grading schedules (with evidence of higher quality correlated to degrees of standardization), and the more abstract conceptual realm of assessed market value.

The general search procedure used to accumulate matrix data is described in the appendix. This search procedure was slightly different for some issues within the physical sector--such as housing--for which the issue concerns are ultimately addressed at the local level. Although housing standards exist on the state and federal level, the true measure of the threshold concern was typically found in municipal ordinances and codes. The search procedure for this particular issue, then, proved most fruitful at the local level, usually in municipal libraries or civic information centers or city offices.

The complete matrix corresponding to the housing quality concern is shown in Figure 2. Each of the matrix cells is described below, moving from left to right across the eight columns corresponding to different levels of the human need hierarchy.

B Column -Basic Need/Threshold 1

In this first column we are concerned with identifying the basic need threshold level for housing quality, the level below which housing quality could be considered intolerable. A subjective concern regarding that threshold level is whether or not one's basic shelter is of standard quality; this concern is noted in Column B₁. A concern relative to design quality

might be whether or not one's shelter is of adequate quality (which could indicate crowding or cost factors).

Existing Standards. Standards responding to the basic concern of standard housing quality are essentially definitions of what is substandard. Although compliance with local codes is the ultimate measure of whether or not a dwelling is considered to be substandard, certain more general standards exist on the national level as well. For example, the Bureau of the Census uses two subjective measures to determine housing quality-- structural soundness and availability of basic plumbing facilities.^{1/} These threshold level standards are summarized in Column B₁.

Objective Data. The total number of households or percentage of all households that are living in substandard housing units is one objective measure of the basic level subjective concern. Column B₁ includes data prepared by the Office of Management and Budget^{2/} (according to the Census Bureau standards) which indicate that in 1970, 7% of the nation's population was living in substandard housing units.

Attitudinal Data. In response to the question: "How would you rate the condition of your house and property?" (Gallup Poll, November 1974), a representative sampling of the national population responded as follows: 28% rated their housing as "excellent"; 46%, good; 18%, only fair; 6%, poor; and 2% of the sample gave no answer. These data are summarized in Column B₁.

1/ A structurally dilapidated housing unit is identified as unsafe due to: (1) one or more serious defects, (2) numerous intermediate defects in sufficient numbers to require considerable repair or rebuilding, or (3) inadequate original construction. A unit can also be considered substandard if it is lacking any of the following basic facilities: private bath, private flush toilet, or hot running water (at least part of the time).

2/ Social Indicators, 1973, Executive Office of the President: Office of Management and Budget, U.S. Government Printing Office, Washington D.C., 1973.

B₂ Column-Basic Need/Security

In this second column we are concerned with people's perception of security regarding housing quality. The subjective concern heading the column then is: "What type of standards exist to guarantee that housing quality will be above the threshold level?"

Existing standards. Despite the difficulty of identifying and measuring levels of householders' security, the issue of providing housing quality is nonetheless real, and there exist seemingly innumerable laws and standards aimed at providing quality and safety of housing materials, design and construction. Virtually all of these standards can be included in Column B₂ because their very existence represents an assurance to the householder that he can feel reasonably secure about the safety and quality of his dwelling. Examples of these standards are noted in Column B₂ and include:

- HUD Minimum Property Standards - nationally applicable; mandatory.
- Manual of Acceptable Practices - nationally applicable; voluntary.
- Uniform Building Code - privately set standards; mandatory statewide if officially adopted.
- (Palo Alto) City Building Code - mandatory municipal code.

As demonstrated in just these four examples, standards may be mandatory or voluntary, and be applicable at the local, regional or national level. Numerous other standards are applicable to less generalizable aspects of dwelling construction such as the Uniform Plumbing Code or the Uniform Mechanical Code.

These few standards are indicative of the immense network of codified regulations aimed at providing minimum standards of quality and safety in dwelling units. The effectiveness of these standards depends upon an equally immense network of inspection, review and enforcement. It is very difficult to analyze such a complex regulatory network, not only because of its size, but also because considerable diversity in quality

standards exist in each locality. In fact, local standards are the ultimate determinants of housing quality. Nonlocal standards are usually broadly defined, most often representing generalizable policy guidelines. It is at the local level, however, that the most effective guarantees of appropriate housing quality standards exist, and this is true for several reasons:

- Regional differences in climate, topography
- Regional differences in lifestyle
- Local and regional differences in levels of urbanization, ruralization, growth and development
- Local and regional differences in political and economic priorities, union requirements and pressures
- Local and regional differences in materials use and availability
- The need to preserve distinctly regional architectural character.

People's basic and higher order housing needs and concerns may vary so much from one region to the next that a national housing index would have to be so generalized as to be of little use as a policy tool. A locally applicable measure, on the other hand, should aid policy makers in responding to the particular needs of specific constituencies.

As with the B_1 threshold column, the intolerability threshold for each standard in the B_2 column is very specific. The absolute security threshold is confused, however, simply because there exist so many different standards, each specifying different threshold measures. Nonetheless, for the sake of our analysis, the important point to note is that the threshold level is assessed according to a direct measure of the objective condition, and in the case of housing quality standards, these objective conditions are highly delineated (i.e., spacing of doors, windows, support beams, types of materials, etc.) Each of the specific elements in a local building code, for example, represents a standard which can be assessed by measuring that particular (objective) condition.

Objective Data. Objective data to measure the adequacy of housing quality standards is very difficult to obtain because it is difficult to determine an appropriate measure of standards adequacy (i.e., security). In a sense, the designation of housing as "substandard" or "not up to code" represents a type of guarantee of threshold level standards adequacy (even though the reality of housing shortages makes this type of standard enforcement impossible, forcing portions of the population to live in substandard dwellings.) Nonetheless, the objective data to measure this condition could be viewed as the number of housing units designated as "substandard". This measure is noted in Column B₂, although actual data of this sort would have to be obtained through further research at the local level.

With regard to considerations of housing quality above the threshold level, (i.e., municipal building codes with higher order quality standards) the "adequacy" of these standards is a subjective measure of degree, and the actual quality condition cannot so easily be measured by objective data.

Attitudinal Data. An example of the type of question that would be a useful measure of attitudes about the adequacy of housing quality standards is included in Column B₂: "How adequate are existing housing quality standards?" The answers to this type of question could be keyed to a semantic or a numerical differential scale for ease of quantifying and organizing responses. To the best of our knowledge, no such attitudinal data now exist, and would have to be generated in a companion attitudinal study if the MQOL methodology were to be used for the analysis of this sub-issue.

B₃ Column-Basic Need/Equal Access

Moving across the impact matrix, the next level of need is "equal access," or the issue of regulatory applicability. In the case of

housing quality, we are not so much concerned with the accessibility to quality housing as we are with people's access to existing standards to housing quality. Our subjective concern, then, could be stated: "To what portion of the population are the assurance of housing quality applicable?" This concern is noted in Column B₃.

Existing Standards. As mentioned above, the items in Column B₃ are measures of regulatory applicability. And for every regulatory standard the applicability is either implicit or explicitly stated. For example, the Housing and Urban Development Act of 1968, noted in Column B₃, states explicitly that every American have a decent home and a suitable living environment. Although this is essentially a policy of housing accessibility, the terms "decent home" and "suitable living environment" represent a policy of quality assurances as well, though policy and reality may be two different things. Unless otherwise noted, then, the standards set forth in that Act are applicable to every American, in all types of housing, whether public or private, owned or rented.

Further examples of existing standards that could be included in Column B₃ are many. In fact, every existing standard that could be included in Column B₂ has a domain of applicability once that standard is adopted.

For example:

- Uniform Building Code - all citizens of states where adopted
- Palo Alto City Building Code - residents of Palo Alto
- HUD Minimum Property Standards - persons residing in HUD-financed housing units.

The real issues concerning applicability and equal access are apparent when considering a variety of related criteria such as:

- That group of citizens living in housing that is not up to code.
(access to quality housing is effectively the same issue as access to quality housing assurance.)

- What are the residency requirements in Palo Alto? (income? race?)
- Who qualifies for HUD-financed housing? (subjectively biased criteria?)

Because the standards noted in Column B_3 are a duplication of those standards found in Column B_2 , it follows that the specificity of the threshold level of each standard, and the method of assessing when the intolerability threshold is reached will be the same in Column B_3 as in B_2 .

Objective Data. As we move from column to column, it becomes apparent that the resolution of needs becomes more difficult as one moves higher on the need hierarchy. Even basic need resolution becomes more complex as we move from left to right, because it is harder to quantify degrees of need fulfillment than it is to quantify absolute need fulfillment. And clearly, as we move higher on the need hierarchy, the possible degrees of need fulfillment are expanded. In addition, the greater complexity of higher order need issues should indicate that the objective condition indicative of that issue has resulted from a multiplicity of issue concerns and not just "equal access." For these reasons, then, it is very difficult to find a single objective condition that is an accurate indicator of the issue concern.

Nonetheless, we have chosen the example of racial balance in substandard housing units as an apparent indicator of the equal access issue. The data collected indicates that in 1970, 22% of the black population in this country lived in substandard housing, while only 6% of the nonblack population lived in substandard units.^{1/} Apparently, then, American blacks are discriminated against in the housing market--they do not have equal access to quality housing. This may be true, but it is a measure not only of access to housing quality, but a measure of the more fundamental issue--housing availability. Historical economic

1/ Social Indicators - 1974.

and social repression, voluntary and involuntary segregation, ignorance of legal access, an actual discriminatory denial of legal access--all could be considered reasons for the statistic, yet it is impossible to weigh all these reasons or even be sure that they all contribute to the statistic.

Attitudinal Data. Again, we know of no existing attitudinal data that is an appropriate measure of the subjective concern for this particular column. An example could be suggested, however, "Do you feel that you have access to quality housing?" It should be realized, however, that other criteria are involved. One may have legal (or actual) access, but not have financial access.

(Note: The only nearly appropriate attitudinal data obtained was from State of The Nation, Watts & Free, 1974, which showed that the degree of public concern about the provision of adequate housing for the nation's population, particularly low-income families, received a composite score of '71'. This composite score is a computational derivation used to keep State of the Nation data consistent, and it is explained in the appendix to that document. The same source showed that this particular issue concern ranked as the 21st most important concern to the American people.)

B₄ Column-Ability to Influence

Housing codes and building standards encourage the uniform and discourage the unique. Variances are granted on rare occasions and a citizen's ability to influence the adoption or affect the change of housing quality standards are usually limited. The subjective concern for Column B₄, then, is "To what degree is the individual able to influence housing quality standards?"

Existing Standards. Many of the standards included in B₂ and B₃ include specific provisions for initiating standards changes, additions or amendments, and in that respect represent "standards" to facilitate change or to allow for individual influence. In addition, existing political standards designed to facilitate participatory democracy and citizen involvement

are many, and they represent an officially legislated means to register dissent and to affect change in society.

The specificity of the threshold level of "influence" and the method of assessing when that level is reached cannot be as easily described as for the lower level issue concerns. This is true because standards to guarantee the ability to influence are typically open-ended means of appeal such as "When sufficient justification exists...", or "When there is apparent breach of the law...", or "Whenever reasonable grounds exist to petition...".

Objective Data. The measures that a citizen can take to influence housing quality standards encompass the full range of political activism, and several such measures can be suggested, even though substantiating data is unavailable. Examples include:

- Numbers of applications for variances
- Class action suits challenging the applicability of building codes (e.g., Mendocino's owner-built homes)
- Political lobbies (construction industry, citizen groups, etc.)
- Municipal amendments or additions to regional or national codes
- Letters, petitions, political pressure on private standards-setting groups.

Attitudinal Data. Although we are unaware of appropriate attitudinal data, we can suggest a survey topic example: "Do you feel that you have adequate means to affect change in housing quality standards?" "How do you perceive the adequacy of standards intended to assure individual ability to influence housing quality standards?" In addition, attitudinal data could be used to reflect the degree to which changes in people's values are affecting the rather rigid and inflexible housing standards. The emergent values associated with a new age lifestyle, for example, might

include an increased desire for older homes or for simpler cabin-type dwellings or for experimental households based on energy self-sufficiency and waste and materials recycling. Attitudes about the "ability to influence" in this type of nontraditional context would add significant depth to the analysis of the issue.

H₁ Column-Higher Order/Threshold

In the physical sector most easily identifiable subjective concerns deal with basic level needs. This is true because most aspects of the physical sector, but especially housing, have been developed in response to a physiological need. Very few aspects of the physical sector have been developed primarily to satisfy higher order needs relative to social need, ego need, or self-actualization, although certain aspects of these higher order needs are apparent in virtually every physical sector issue concern.

Continuing the example of housing quality, several high order subjective concerns could be suggested. For this analysis, a single ego need has been chosen, the the concern could be stated, "Does quality housing contribute to a resident's status, prestige or self-esteem?"

Existing Standards. Standards aimed at threshold level higher need cannot really be legislated, although many existing standards do somehow facilitate or allow for higher need fulfillment. An example of this type of standard would be one of the many types of local controls that are involved when a home owner wants to add on to his home. Some type of higher need fulfillment may be derived from a larger home, even though the standards do not specifically aim at that goal.

Objective Data. Because no existing standards address the issue of H₁ concern, it is not possible to note objective data illustrative of the degree of standards compliance or divergence. The only accurate

measure of higher order need fulfillment, therefore, is attitudinal data.

Attitudinal Data. An example of an attitudinal survey topic question that would be appropriate to this issue concern is noted in Column H_1 :
"Do you feel proud of your housing unit?"

H_2 Column -Higher Order/Security

The subjective concern for this second column could be stated "To what degree can one feel secure about finding ego fulfillment in quality housing?"

Existing Standards. Any housing standard that addresses any issue other than basic physiological soundness or safety could be considered a higher order standard. These types of standards would include all types of aesthetic design standards, and to a degree, space planning standards and natural light availability. Although a resident would not necessarily fulfill his ego needs by living in an environment in which higher order quality standards exist, he would have access to a certain degree of security that the means for his ego fulfillment were provided in those standards. Specific examples of these types of standards would include requirements for facilities for social interaction in a planned community, or legally-binding requirements to maintain a certain implicitly prestigious character of appearance of house and yard in a neighborhood or housing association. These standards are noted in Column H_2 .

Objective Data. The numbers of such communities as noted in the standards in Column H_2 would be one way to objectively measure the concern.

Attitudinal Data. An example of an attitudinal survey topic question that would be appropriate to this issue concern is noted in Column H_2 --

"How adequate do you perceive existing housing quality standards to be in terms of assuring access to ego fulfillment?"

H₃ Column-Higher Order/Equal Access

Standards relating to higher need security are included in Column B₂. These standards provide access to the fulfillment of higher needs relative to housing quality, although the issue of equal access is not necessarily addressed in each standard in an explicit manner. As with the basic need, B₃ equal access column, the regulatory applicability of each standard is sometimes implicit, sometimes explicit. Therefore, the subjective concern relative to equal access is "To what degree are people provided equal access to security about finding ego fulfillment in quality housing?" A more specific concern might be Do existing standards ensure that a variety of housing types are available to choose from?

Existing Standards. As in the B₃ column, items to be included in the H₃ column would include virtually all of the standards listed in the previous column (B₂, H₂). The degree of applicability of these standards is either implicitly or explicitly stated, and this applicability represents the codified standards relative to equal access. Examples of these standards would be seen in the residency requirements for these planned communities, neighborhoods or housing associations, and these residency "standards" would in turn represent the whole range of evaluative criteria: economic, social, personal, etc.

Objective Data. The most obvious objective measure of the existing standards as noted would be the actual numbers of persons who actually live in planned communities, neighborhoods or housing associations where such standards exist. Caution should be taken, however, as this type of data may measure only what is available, and not what is desired.

Attitudinal Data. Again, for a higher order concern, the attitudinal component appears the best indication of the actual objective condition. An example of a survey topic example appropriate to the H_3 concern would be: "Are other people happier than you because they have special access to quality housing?" Another example would be: "Do you feel that you have a full range of choices of living environments?" The answers to these questions would reveal people's perceived relation between prestige and housing quality.

H₄ Column-Higher Order/Ability to Influence

In this last column we are concerned with the degree to which individuals are able to affect changes in the way that housing quality regulations facilitate the fulfillment of higher order needs. The subjective concern might well be: "To what degree can the individual's ability to influence housing quality standards affect status, prestige, or self-esteem?"

Existing Standards. As already indicated, existing standards to assure the fulfillment of higher order needs are far less common than are standards to assure the fulfillment of basic needs. This is especially true of standards in the highest need Column H_4 . Certain standards do exist, however, that do facilitate H_4 need fulfillment, although most of these standards are primarily intended to provide fulfillment of other, lower-level needs. Examples of such standards would include deed restrictions, zoning, density restrictions, setbacks, etc. In addition, the individual can achieve a degree of ego fulfillment by participating in the already existing mechanisms (B_4) which allow him to affect change in housing quality standards.

Although the B_4 standards in themselves do little to assure the fulfillment of the H_4 concern, an individual's participation in the process of affecting change may encourage pride, self-esteem, or provide him with new

found status in the eyes of the community. So, then, an individual's ability to influence housing quality standards can affect his status, prestige or self-esteem, but this type of ego-fulfillment cannot necessarily be assured through standardization. For this reason, Column H_4 contains no specific standards.

Objective Data. The change in one's own ego perception can be measured only through honest response to attitudinal inquiry. Objective data indicating ego fulfillment due to the H_4 /ability to influence could be suggested--more ostentatious purchase patterns, more selective choice of peer group--but these conditions would be extremely hard to quantify, and even harder to attribute directly to the (ego) fulfillment of the H_4 concern.

Attitudinal Data. A measure of H_4 fulfillment could be suggested in the form of the attitudinal inquiry: "How has your participation in changing quality standards influenced your self image?" This sample survey topic is noted in Column H_4 .

PHYSICAL SECTOR

ISSUE: Food, Drugs & Cosmetics

| <u>B₁ Basic Need/Threshold</u> | <u>B₂ Security</u> | <u>B₃ Equal Access</u> | <u>B₄ Ability to Influence</u> |
|--|---|---|---|
| Concern: Are available food, drug, and cosmetic items of adequate quality? | Concern: How secure do people feel about the quality of available food, drug, and cosmetic items? | Concern: To what portion of the population are the assurances of food, drug, and cosmetic quality applicable? | Concern: To what degree is the individual able to influence quality standards for food, drug, and cosmetic items? |
| | <ul style="list-style-type: none"> • <u>Federal Meat & Poultry Inspection Act</u>
Acts establish minimum quality and content policies for federally inspected meat and poultry
(B-2-F-GI-1-5-N-N) • <u>Regulations for Meat & Poultry Inspection (USDA)</u>
<u>CFR, Title 9</u>
Detailed inspection standards in compliance with Meat & Poultry Inspection Acts
(B-2-F-GI-3-1-Y-N) • <u>Federal Food, Drug & Cosmetic Act</u>
Establishes container fill and product content identify & labeling standards to avoid deceptive packaging, & assure quality, safety
(B-2-F-GI-3-1-Y-N) • <u>Food and Drug Administration Regulations - 1972</u>
Ordered that ingredients be listed on all cosmetics, and warning labels appear on feminine sprays in an effort to reduce consumer injuries
(B-2-F-GI-3-1-Y-N) • <u>Public Health Service Act</u>
Authorizes FDA to advise state and local sanitation standards required to prevent infectious diseases in food products
(B-2-F-GI-1-Y-N) | | |

PHYSICAL SECTOR

ISSUE: Public Services

| <u>S₁ Basic Need/Threshold</u> | <u>S₂ Security</u> | <u>S₃ Equal Access</u> | <u>S₄ Ability to Influence</u> |
|---|--|---|--|
| Concern: Are available public services of adequate quality? | Concern: How secure do people feel about the quality of available public services? | Concern: To what portion of the population are the assurances of quality public services available? | Concern: To what degree is the individual able to influence quality standards for public services? |

• 42 U.S.C. 3251-3259

Solid Waste Disposal Act

Promotes waste management resource recovery so as to enhance the environment.

(B-2-F-G1-1-5-N-N)

• Palo Alto Municipal Code

Title 5 Health & Sanitation

Provides for refuse disposal to protect public health, safety, welfare & the environment.

(B-2-L-G3-3-164-N-N)

* "How do you feel about: The services you get in this neighborhood--like garbage collection, street maintenance, fire and police protection?" (May 1972)
Institute for Social Research

Delig. Pleas. Mos.Sat.

7% 32% 35%

Mixed Mos. Diss. Unhap.

13% 6% 3%

Terr.

4% ⁴

• Palo Alto Municipal Code

Title 15 Fire Protection

Establishes standards for protective administration & maintenance, and for fire alarms & facilities.

(B-2-L-G36NC1-16263-162-N-N)

• Uniform Fire Code

International Conference of Building Officials

Provides standards for fire safety of buildings & equipment.

(B-2-L-NC1-16263-16366-N-N)

PHYSICAL SECTOR

ISSUE: Public Services (continued)

| <u>B₁ Basic Need/Threshold</u> | <u>B₂ Security</u> | <u>B₃ Equal Access</u> | <u>B₄ Ability to Influence</u> |
|---|---|-----------------------------------|---|
| | <ul style="list-style-type: none"> • <u>Grading Schedule for Municipal Fire Protection Insurance Services Office</u>
 Recommends standards for water supply, fire departments, fire service communications, fire safety control & other deficiencies.
 (B-2-L-HG1-3-2-N-N) • <u>Falo Alto Municipal Code Title 12 Public Works & Utilities</u>
 Establishes municipal standards for the construction and maintenance of city public works & utilities (streets, sidewalks, underground utilities, etc.)
 (B-2-L-G3-1&2-1-N-N) | | |

ANALYTICAL SECTION

ISSUE: Recreation & Open Space

| B ₁
Basic Need/Threshold | B ₂
Security | B ₃
Equal Access | B ₄
Ability to Influence |
|--|--|---|---|
| <p>Concern: Are existing recreational facilities and open space lands of adequate quality?</p> | <p>Concern: How secure do people feel about the quality of existing recreational facilities and open space land?</p> | <p>Concern: To what portion of the population are the assurances of quality recreational facilities and open space land applicable?</p> | <p>Concern: To what degree is the individual able to influence quality standards for recreational facilities and open space land?</p> |
| <p>• <u>National Recreation and Park Association</u>
<u>Bulletin No. 6</u></p> <p>Recommends picnic standards of 10.5 tables per acre and 1 grill per 5.1 tables with maximum use set at 220.1 picnickers per day per acre</p> <p>(B-1-L-G3-3-1-N-N)</p>
<p>• <u>National League of Cities, Dept. of Urban Studies</u></p> <p>The American Society of Planning Officials. Accepts 10 acres of parks for each 1,000 population for cities having less than 500,000 inhabitants, suggests 10 acres per 2,000 for cities over 500,000, and 10 acres for cities over 1,000,000</p>
<p>• <u>Planning Facilities for Health Physical Education & Recreation Athletic Institute</u></p> <p>Recommends space planning standard of 100 acres or more of city parks per 5,000 population</p> <p>(B-1-L-HG-1-3-3-N-N)</p> | <p>• <u>Menlo Park Municipal Code</u>
<u>Chapter 15, Section 15.170</u></p> <p>Recreation requirements for residential subdivisions</p> <p>- Defines portion of open space acreage that must be included in each residential subdivision, for public use</p>
<p>• <u>Menlo Park Municipal Code</u>
<u>Chapter 15.02, Section .02.020</u></p> <p>Preservation of municipal character--The city adopts a policy to regulate and limit the density of population; encourage the most appropriate use of land; to conserve land and stabilize the value of property; to provide adequate open space for light, air and fire protection etc.</p>
<p>• <u>The California Land Conservation Act</u>
(The Williamson Act)</p>
<p>• <u>Open Space and Conservation Element Menlo Park General Plan</u></p> <p>The city shall provide open space lands for a variety of recreation opportunities, make improvements, construct facilities, and maintain programs which encourage a maximum of resident participation</p> <p>(B-2-L-G3-1-5-N-N)</p>
<p>• <u>16 U.S.C. 460</u>
<u>Federal Water Project Recreation Act</u></p> <p>Provides for the construction, maintenance and operation of outdoor recreation facilities when and if such a project would be consistent with the planned purpose of federal multipurpose water resources projects</p> | <p>• <u>16 U.S.C. 460h to 460h-4</u>
<u>Recreational Use of Conservation Areas Act</u></p> <p>Provides for the administration of fish and wildlife conservation areas for appropriate public recreation</p>
<p>• <u>Public Law 88-607</u>
<u>Public Land Management Regulation</u></p> <p>Promotes use of public land for recreation along guidelines to protect the health, safety and comfort of the public, and to preserve the environment</p> <p>(B-3-F-G1-1-7-N-N)</p>
<p>• <u>Open Space and Conservation Element Menlo Park General Plan</u></p> <p>The city shall provide open space lands for a variety of recreation opportunities, make improvements, construct facilities, and maintain programs which encourage a maximum of resident participation</p> <p>(B-3-L-G3-1-5-N-N)</p> | <p>* California with a population of 18,426,000, aggregate recreation acreage (includes all Federal, state, and county recreation acreage) of 41,904,500 has 2,274,000 public outdoor recreation acreage per 1,000 population; more acreage than the total of the West South Central States (Arkansas, Louisiana, Oklahoma, and Texas)(U.S. Dept. of the Interior) ⁸</p> |

PHYSICAL SECTION

ISSUE: Recreation & Open Space (continued)

| B ₁
Basic Need/Threshold | B ₂
Security | B ₃
Equal Access | B ₄
Ability to Influence | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|--|---|---|--|---------------|------------------|-----|-----|-----|--------------|-------------------|---------------|----|----|----|--------------|--|--|----|--|--|---|---------------|---------------|------------------|-----|-----|-----|--------------|-------------------|---------------|----|----|----|--------------|--|--|----|--|--|---------------|---------------|------------------|----|-----|-----|--------------|-------------------|---------------|-----|----|----|--------------|--|--|----|--|--|---------------|---------------|------------------|----|-----|-----|--------------|-------------------|---------------|-----|-----|----|--------------|--|--|----|--|--|---------------|---------------|------------------|----|-----|-----|--------------|-------------------|---------------|-----|----|----|--------------|--|--|----|--|--|
| <p>• <u>Book of Navigation Resources</u>
<u>Soil Conservation Service</u></p> <p>Recommends an adequate space standard, 2-4 boats per acre for fishing from trolling boats</p> <p>(B-1-L-GJ-3-1-N-W)</p> | <p>• <u>P.L. 88-24</u>
<u>National Outdoor Recreation Plan</u></p> <p>Mandates a policy to set forth the needs of the public for outdoor recreation</p> <p>(P-2-F-GJ-1-7-N-W)</p> <p>• <u>P.L. 90-562</u>
<u>Wild & Scenic Rivers Act</u></p> <p>Establishes guidelines to protect the outstanding recreational value of wild and scenic rivers</p> <p>(B-2-F-GJ-1-7-N-W)</p> | <p>• "How do you feel about the outdoor space there is for you to use outside your home?" (May 1972) (Institute for Social Research, University of Michigan)</p> <table><tr><td><u>Delig.</u></td><td><u>Pleas.</u></td><td><u>Mos. Sat.</u></td></tr><tr><td>18%</td><td>37%</td><td>24%</td></tr><tr><td><u>Mixed</u></td><td><u>Mos. Diss.</u></td><td><u>Unhap.</u></td></tr><tr><td>8%</td><td>5%</td><td>4%</td></tr><tr><td><u>Terr.</u></td><td></td><td></td></tr><tr><td>4%</td><td></td><td></td></tr></table> | <u>Delig.</u> | <u>Pleas.</u> | <u>Mos. Sat.</u> | 18% | 37% | 24% | <u>Mixed</u> | <u>Mos. Diss.</u> | <u>Unhap.</u> | 8% | 5% | 4% | <u>Terr.</u> | | | 4% | | | <p>• "How do you feel about Outdoor places you can go in your spare time?"</p> <table><tr><td><u>Delig.</u></td><td><u>Pleas.</u></td><td><u>Mos. Sat.</u></td></tr><tr><td>17%</td><td>34%</td><td>29%</td></tr><tr><td><u>Mixed</u></td><td><u>Mos. Diss.</u></td><td><u>Unhap.</u></td></tr><tr><td>9%</td><td>7%</td><td>3%</td></tr><tr><td><u>Terr.</u></td><td></td><td></td></tr><tr><td>1%</td><td></td><td></td></tr></table> <p>The sports or recreation facilities you yourself use, or would like to use--I mean things like parks, bowling alleys, beaches?" (4 choose not to answer this question) (May 1972) (Institute of Social Research, University of Michigan)</p> <table><tr><td><u>Delig.</u></td><td><u>Pleas.</u></td><td><u>Mos. Sat.</u></td></tr><tr><td>9%</td><td>32%</td><td>33%</td></tr><tr><td><u>Mixed</u></td><td><u>Mos. Diss.</u></td><td><u>Unhap.</u></td></tr><tr><td>12%</td><td>7%</td><td>4%</td></tr><tr><td><u>Terr.</u></td><td></td><td></td></tr><tr><td>3%</td><td></td><td></td></tr></table> <p>• "How do you feel about: Nearby places you can use for recreation or sports?"</p> <table><tr><td><u>Delig.</u></td><td><u>Pleas.</u></td><td><u>Mos. Sat.</u></td></tr><tr><td>5%</td><td>25%</td><td>34%</td></tr><tr><td><u>Mixed</u></td><td><u>Mos. Diss.</u></td><td><u>Unhap.</u></td></tr><tr><td>15%</td><td>12%</td><td>5%</td></tr><tr><td><u>Terr.</u></td><td></td><td></td></tr><tr><td>4%</td><td></td><td></td></tr></table> <p>Your chances for relaxation--even for a short time?" (Nov. 1972) (Institute for Social Research, University of Michigan)</p> <table><tr><td><u>Delig.</u></td><td><u>Pleas.</u></td><td><u>Mos. Sat.</u></td></tr><tr><td>6%</td><td>33%</td><td>42%</td></tr><tr><td><u>Mixed</u></td><td><u>Mos. Diss.</u></td><td><u>Unhap.</u></td></tr><tr><td>10%</td><td>6%</td><td>2%</td></tr><tr><td><u>Terr.</u></td><td></td><td></td></tr><tr><td>1%</td><td></td><td></td></tr></table> | <u>Delig.</u> | <u>Pleas.</u> | <u>Mos. Sat.</u> | 17% | 34% | 29% | <u>Mixed</u> | <u>Mos. Diss.</u> | <u>Unhap.</u> | 9% | 7% | 3% | <u>Terr.</u> | | | 1% | | | <u>Delig.</u> | <u>Pleas.</u> | <u>Mos. Sat.</u> | 9% | 32% | 33% | <u>Mixed</u> | <u>Mos. Diss.</u> | <u>Unhap.</u> | 12% | 7% | 4% | <u>Terr.</u> | | | 3% | | | <u>Delig.</u> | <u>Pleas.</u> | <u>Mos. Sat.</u> | 5% | 25% | 34% | <u>Mixed</u> | <u>Mos. Diss.</u> | <u>Unhap.</u> | 15% | 12% | 5% | <u>Terr.</u> | | | 4% | | | <u>Delig.</u> | <u>Pleas.</u> | <u>Mos. Sat.</u> | 6% | 33% | 42% | <u>Mixed</u> | <u>Mos. Diss.</u> | <u>Unhap.</u> | 10% | 6% | 2% | <u>Terr.</u> | | | 1% | | |
| <u>Delig.</u> | <u>Pleas.</u> | <u>Mos. Sat.</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 18% | 37% | 24% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Mixed</u> | <u>Mos. Diss.</u> | <u>Unhap.</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 8% | 5% | 4% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Terr.</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 4% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Delig.</u> | <u>Pleas.</u> | <u>Mos. Sat.</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 17% | 34% | 29% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Mixed</u> | <u>Mos. Diss.</u> | <u>Unhap.</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 9% | 7% | 3% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Terr.</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 1% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Delig.</u> | <u>Pleas.</u> | <u>Mos. Sat.</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 9% | 32% | 33% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Mixed</u> | <u>Mos. Diss.</u> | <u>Unhap.</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 12% | 7% | 4% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Terr.</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 3% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Delig.</u> | <u>Pleas.</u> | <u>Mos. Sat.</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 5% | 25% | 34% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Mixed</u> | <u>Mos. Diss.</u> | <u>Unhap.</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 15% | 12% | 5% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Terr.</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 4% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Delig.</u> | <u>Pleas.</u> | <u>Mos. Sat.</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 6% | 33% | 42% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Mixed</u> | <u>Mos. Diss.</u> | <u>Unhap.</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 10% | 6% | 2% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Terr.</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 1% | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |

R-182

PHYSICAL SECTOR

ISSUE: Commercial & Industrial Products

| B ₁ Needs/Threshold | B ₂ Security | B ₃ Equal Access | B ₄ Ability to Influence |
|--|---|---|---|
| <p>Concern: Are commercial and industrial products sufficiently safe?</p> | <p>Concern: How secure do people feel about the safety of commercial and industrial products?</p> | <p>Concern: To what portion of the population are the assurances of commercial and industrial product safety applicable?</p> | <p>Concern: To what degree is the individual able to influence commercial and industrial product safety standards?</p> |
| <p>• <u>P.L. 91-601</u>
<u>Poison Prevention Packaging Act.</u>
Provides for special packaging to protect children from serious personal injury or serious illness resulting from handling, using or ingesting household substances
(B-1-F-G1-2-1-Y-W)</p> | <p>• <u>U.S.C. 1261-1274</u>
<u>Federal Hazardous Substances Act 12</u>
Establishes policy and provides for the setting of standards & regulations declaring hazardous substances, prohibited acts & penalties, etc. to protect consumers from unsafe products
(B-2-F-G1-1-5-Y-Y)</p> | | |
| <p>• <u>Sherman Antitrust Act</u>
Minimum retail prices sanctioned by federal government in 36 of the 50 states.
Minimum retail prices sanctioned by federal government in 36 states known as "Fair Trade Laws."</p> | <p>• <u>P.L. 91-113, 31689</u>
<u>Amending the Federal Hazardous Substances Act to protect children from toys and other articles which are hazardous due to the presence of electrical, mechanical or thermal hazards & for other purposes</u>
(B-2-F-G1-1-5-Y-Y)</p> | <p>• <u>The Price Reduction Act of 1973 (Pending Legislation)</u>
Abolishing federal anti-trust exemption for fair trade
• In ten states which have abolished fair trade laws, rate of failure of small retail firms between 1933 and 1968 was no larger than in 36 states where the laws have been retained. (Federal Trade Commission Report)</p> | |
| <p>• <u>National Bureau of Standards Technical Note 762</u>
<u>Tabulation of Voluntary Standards and Certification Programs for Consumer Products.</u>
Provides a listing of detailed standards references for 700 product areas, 1000 standards titles covering products found in the home
(B-1-F-MG1-1-1-N-W)</p> | | | |
| <p>• <u>P.L. 92-573 S 3419</u>
<u>Consumer Product Safety Act</u>
Establishes the Consumer Product Safety Commission to protect consumers from unreasonable risk of injury from hazardous products by setting standards for performance, composition, design construction, finish or packaging, & for labels & instructions
(B-1-F-G1-1-1-Y-Y)</p> | <p>• <u>P.L. 92-573 S 3419</u>
<u>Consumer Product Safety Act</u>
Establishes the Consumer Products Safety Commission to protect consumers from unreasonable risk of injury from hazardous products by setting standards for performance, composition, design construction, finish or packaging, & for labels & instructions
(B-2-F-G1-1-1-Y-Y)</p> | <p>• <u>P.L. 92-573-S 3419</u>
<u>Consumer Product Safety Act</u>
Provides regional offices and a toll-free telephone number whereby consumers can register product complaints or report product-related injuries
(B-2-F-G1-2-3-Y-Y)</p> | <p>• <u>P.L. 92-573 S 3419</u>
<u>Consumer Product Safety Act</u>
Any interested person may petition the Commission to begin proceedings to issue, amend, or revoke a consumer product safety rule
(B-3-F-G1-2-2-Y-Y)</p> |

PHYSICAL SECTOR

ISSUE: Commercial & Industrial Products (continued)

| <u>B₁ Basic Need/Threshold</u> | <u>B₂ Security</u> | <u>B₃ Equal Access</u> | <u>B₄ Ability to Influence</u> | | | | | | | | | | | | | | | | | | |
|--|---|-----------------------------------|---|------------------|----|-----|-----|---------------|-------------------|---------------|-----|----|----|--------------|--|--|----|--|--|--|--|
| <ul style="list-style-type: none">• <u>Consumer Product Safety Commission</u>
List of banned products. Regularly issued and updated list of hazardous consumer products that are banned from the marketplace

(B-1-F-G1-3-1-Y-N) | <ul style="list-style-type: none">• <u>15 U.S.C. 1191</u>
<u>The Flammable Fabrics Act</u>
Provides for the establishment of standards & regulations to protect the public against unreasonable risk of the occurrence of fire from flammable fabrics

(B-2-F-G1-1-5-Y-N)
•How do you feel about: The goods and services you can get when you buy in this area--things like food, appliances, clothes? (May 1972)
<table><tr><td><u>Delig.</u></td><td><u>Pless.</u></td><td><u>Mos. Sat.</u></td></tr><tr><td>4%</td><td>26%</td><td>40%</td></tr><tr><td><u>Mixed.</u></td><td><u>Mos. Diss.</u></td><td><u>Unhap.</u></td></tr><tr><td>18%</td><td>8%</td><td>2%</td></tr><tr><td><u>Terr.</u></td><td></td><td></td></tr><tr><td>2%</td><td></td><td></td></tr></table> | <u>Delig.</u> | <u>Pless.</u> | <u>Mos. Sat.</u> | 4% | 26% | 40% | <u>Mixed.</u> | <u>Mos. Diss.</u> | <u>Unhap.</u> | 18% | 8% | 2% | <u>Terr.</u> | | | 2% | | | <ul style="list-style-type: none">• Numbers of product complaints and injury reports received by the CPSC• Numbers of petitions to the CPSC to investigate allegedly hazardous products | |
| <u>Delig.</u> | <u>Pless.</u> | <u>Mos. Sat.</u> | | | | | | | | | | | | | | | | | | | |
| 4% | 26% | 40% | | | | | | | | | | | | | | | | | | | |
| <u>Mixed.</u> | <u>Mos. Diss.</u> | <u>Unhap.</u> | | | | | | | | | | | | | | | | | | | |
| 18% | 8% | 2% | | | | | | | | | | | | | | | | | | | |
| <u>Terr.</u> | | | | | | | | | | | | | | | | | | | | | |
| 2% | | | | | | | | | | | | | | | | | | | | | |
| | <ul style="list-style-type: none">• <u>Federal Environmental Pesticide Control Act</u>
<u>CFR Title 7</u>
Provides for and specifies regulations for the use of pesticides

(B-2-F-G1-2-3-Y-N)• <u>Federal Trade Commission Regulation - 1972 Door-to-Door Sales</u>
Gives consumers a three-day cooling off period in which to cancel, without penalty or fee, a purchase from a door-to-door salesman. The rule applies only to consumer goods and services costing \$25 or more. | | | | | | | | | | | | | | | | | | | | |

PHYSICAL SECTION

ISSUE: Non-Residential Buildings, Structures

B₁ Basic Need/Threshold

Concern: Are existing non-residential buildings and structures of adequate quality?

B₂ Security

Concern: How secure do people feel about the quality of existing non-residential buildings and structures?

B₃ Equal Access

Concern: To what portion of the population are the assurances of quality non-residential buildings and structures applicable?

B₄ Ability to Influence

Concern: To what degree is the individual able to influence quality standards for non-residential buildings and structures?

- Uniform Mechanical Code
International Association of Plumbing & Mechanical Officials, and the International Conference of Bldg. Officials

Contains requirements for the installation heating, ventilation, cooling & refrigeration systems

(B-2-L-MG1-143-143-Y-N)

- P.L. 90-680

Elimination of Architectural Barriers to the Handicapped

Establishes standards for certain federally-financed buildings to assure accessibility to the physically handicapped

(B-3-F-G1-1-546-N-N)

- Uniform Building Code
Standards
International Conference of Building Officials

Presents in a compact manner all of the national test, material & design standards referred to in the Uniform Building Code

(B-2-L-MG1-3-1-Y-N)

- Uniform Building Code
ICBO

Covers the fire, life, and structural safety aspects of all buildings and related structures

(B-2-L-MG1-3-1-Y-N)

- Uniform Plumbing Code
International Association of Plumbing and Mechanical Officials

Provides standards for materials, design & construction of plumbing facilities

(B-2-L-MG1-3-1-Y-N)

- Uniform Fire Code
ICBO

Establishes safety standards for the flammability of certain industrial plants, recreational facilities, storage facilities, and places of assembly

(B-2-L-MG1-3-1-Y-N)

- Guide for Space Planning & Layout
General Services Administration

Establishes space program planning standards (occupancy, interim space, etc.) for all public buildings

(B-2-F-G3-142-145-Y-N)

B-145

PHYSICAL SECTION

Non-Residential Buildings, Structures (continued)

| B ₁ Basic Need/Threshold | B ₂ Security | B ₃ Equal Access | B ₄ Ability to Influence |
|-------------------------------------|--|-----------------------------|-------------------------------------|
| | <ul style="list-style-type: none"> • <u>Minimum Requirements of Construction & Equipment for Hospital & Medical Facilities</u> HEW
HEW requirements to conform with Title VI of the Public Health Service Act ensuring properly planned and well constructed health care facilities of all types.
(B-2-F-G3-163-16365-N-N) • <u>Palo Alto Municipal Code Title 16 Building Code</u>
Adds to and amends the Uniform Building Code, with detailed standards for zoning, density, etc.
(B-2-L-G3-3-16365-Y-N) • <u>Occupational Safety & Health Act</u>
Establishes legally enforceable regulations to assure safe and healthful working conditions; detailed standards are published in the CFR.
(B-2-F-G1-3-1-Y-N) • <u>Administrative Services and Facilities for Hospitals--a Planning Guide</u> HEW
Establishes planning guidelines for the design & construction of hospital facilities.
(B-2-F-G3-162-165-Y-N) | | |

PHYSICAL SECTOR-BIBLIOGRAPHY

Food and Drugs

Code of Federal Regulations, Title 9, Chapter 111, Subchapter A:
Meat Inspection Regulations; Title 21, Parts 10 to 129, Office of
the Federal Register, National Archives and Records Service,
General Services Administration, Washington, D.C. (1 April 1974).

Federal Food, Drug, and Cosmetic Act, As Amended (August 1972).

Poultry Products Inspection Act.

Public Health Service Act.

U. S. Department of Agriculture, "Federal Food Standards," AMS-548,
Agricultural Marketing Service (April 1974).

_____, "USDA Standards for Food and Farm Products," Agricultural
Handbook No. 341, Agricultural Marketing Service (April 1973).

_____, "Meat and Poultry Inspection Manual," MPI-7, Meat and
Poultry Inspection Program, Animal and Plant Health Inspection
Service (September 1973).

_____, "Meat and Poultry Inspection Regulations," Meat and Poultry
Inspection Program, Animal and Plant Health Inspection Service
(May 1973).

_____, "Standards for Meat and Poultry Products--A Consumer
Reference List," Meat and Poultry Inspection Program, Animal and
Plant Health Inspection Service (1974).

The Agricultural Marketing Act of 1946.

The Federal Meat Inspection Act.

Housing

Gallup Poll, "Rating of Condition of House and Property and Attractiveness
of Neighborhood" (November 1974).

International Conference of Building Officials, Uniform Building Code (1973).

_____, Uniform Building Code Standards.

_____, Uniform Code for the Abatement of Dangerous Buildings.

_____, Uniform Housing Code.

_____, Uniform Mechanical Code, International Association of
Plumbing and Mechanical Officials.

_____, Uniform Sign Code.

Palo Alto Municipal Code.

Title 18, Zoning

Title 21, Subdivisions and Other Divisions of Land

U. S. Department of Housing and Urban Development, "Land Planning
Principles for Home Mortgage Insurance," No. 4140.1, Housing
Production and Mortgage Credit - Federal Housing Administration
(May 1973).

_____, "Volume 1 - Minimum Property Standards for One and Two
Family Dwellings," HUD 4900.1.

_____, "Volume 2 - Minimum Property Standards for Multifamily
Housing," HUD 4910.1.

_____, "Volume 3 - Minimum Property Standards for Care-Type
Housing," HUD 4920.1.

_____, "Volume 4 - Manual of Acceptable Practices," HUD 4930.1,
U. S. Government Printing Office, Washington, D. C. (1973).

Public Services

Insurance Services Office, "Grading Schedule for Municipal Fire Pro-
tection," New York, New York 10038 (1974).

International Conference of Building Officials, Uniform Fire Code,
Western Fire Chiefs Association, Inc. (1973).

Palo Alto Municipal Code.

Title 5 - Health and Sanitation.

Title 12 - Public Works and Utilities

Title 13 - Improvement Procedure

Title 15 - Fire Protection

Solid Waste Disposal Act, 42 U.S.C. 3251-3259.

Recreation and Open Space

Association of Bay Area Governments, "How to Implement Open Space Plans
for the San Francisco Bay Area, Volume 1," a report prepared by the
Overview Corporation (June 1973).

City of Menlo Park, "Open Space and Conservation Element of the Menlo Park General Plan," prepared by the Department of Community Development (June 1973).

Committee on Merchant Marine and Fisheries, U. S. House of Representatives, A Compilation of Federal Laws Relating to Conservation and Development of Our Nation's Fish and Wildlife Resources, Environmental Quality, and Oceanography, committee print (January 1973).

Federal Water Project Recreation Act, 16 U.S.C. 460.

Menlo Park Municipal Code.

Title 15, Design and Improvement Standards

Title 16, Zoning

Palo Alto Municipal Code.

Title 22, Parks

Recreational Use of Fish and Wildlife Areas, 16 U.S.C. 406k to 406 k-4.

U. S. Department of the Interior, "America Voices Its Recreation Concerns, 10 Public Forums on Nationwide Outdoor Recreation Planning," Bureau of Outdoor Recreation (June - July 1972).

_____, "Digest, Federal Outdoor Recreation Programs and Recreation-Related Environmental Programs," Bureau of Outdoor Recreation, Washington, D. C. (1973).

_____, "Outdoor Recreation: A Legacy for America, A Summary of Outdoor Recreation in America: 1972-1978, Office of Economic Analysis (December 1973).

_____, "Outdoor Recreation Space Standards" (March 1970).

_____, "Selected Outdoor Recreation Statistics, 1971."

_____, "The Bureau of Outdoor Recreation, Focal Point for Outdoor America," (0)-508-474, Washington, D. C. (1974).

Manufactured Goods and Products

Business Week, p. 56 ff. (18 May 1974).

Christian Science Monitor.

Chuman, Sophie J., "Tabulation of Voluntary Standards and Certification Programs for Consumer Products," National Bureau of Standards Technical Note 762, National Bureau of Standards, U. S. Department of Commerce (March 1973).

Conference Board Record, p. 30 ff. (April 1974).

Consumer Produce Safety Act (P. L. 92-573), 15 U.S.C. 2051.

"CPSC Sets Its Rules for Standards-Setting," Industry Week, p. 23 ff.
(20 May 1974).

"CPSC--What You Don't Know Can Hurt You," Industry Week, p. 38 ff.
(29 October 1973).

Executive Office of the President: Office of Management and Budget,
Social Indicators 1973, U. S. Government Printing Office,
Washington, D. C. (1973).

Journal of Marketing, p. 68 ff. (October 1973).

"Making America Safe for Consumers," Management Review, p. 9 ff.
(August 1974).

National Commission on Product Safety, Final Report, presented to the
President and Congress (June 1970).

National Observer.

"New CPSC Rules May Start Standards Writing 'Industry'," Industry Week,
p. 19 ff. (21 January 1974).

New York Times.

"Product Safety--Remember This Number," Sales Management (18 March 1974).

San Francisco Chronicle.

The Child Protection and Toy Safety Act of 1969 (P. L. 91-113), 15 U.S.C. 1262

The Federal Hazardous Substances Act, 15 U.S.C. 1261.

The Flammable Fabrics Act, 15 U.S.C. 1191.

The Poison Prevention Packaging Act of 1970, 15 U.S.C. 1471.

The Refrigerator Safety Act of 1956, 15 U.S.C. 1211.

U. S. Consumer Product Safety Commission, "Background Paper, Item 1:
News Briefing - Consumer Product Hazard Index" (28 September 1973).

_____, "Banned Products, Volume I, Part I" (1 October 1974).

_____, "Crib Safety," CPSC Publication No. 6305-74 (1974).

- _____, "Fact Sheets," Numbers 1 to 43.
- _____, First Annual Report, Fiscal Year 1973 (November 1973).
- _____, "Gasoline is Made to Explode," O-535-599 (1974).
- _____, "Hazards of Flammable Liquids," O-551-933 (1974).
- _____, "National Electronic Injury Surveillance System (NEISS),
Fiscal Year 1974 Tabulation of Data from July 1, 1973 - June 30,
1974," Bureau of Epidemiology, National Injury Information
Clearinghouse, Bethesda, Maryland.
- _____, "Preventing Childhood Poisonings," O-527-801 (1973).
- _____, "Your Voice Counts," O-536-933 (1974).
- U. S. Department of Commerce, "List of Voluntary Product Standards,
Commercial Standards, and Simplified Practice Recommendations,"
National Bureau of Standards List of Publications 53 (Revised
November 1973).

Wall Street Journal.

Watts, William and Free, Lloyd A., State of the Nation 1974, Washington,
D. C., Potomac Associates (1974).

Nonresidential Buildings and Structures

- City of Palo Alto, "1974, A Report to the Citizens of Palo Alto".
- General Services Administration, Guide for Space Planning and Layout,
Public Buildings Service, Federal Stock Number 7610-145-0168.
- International Conference of Buildings Officials, Uniform Building Code (1973).
- _____, Uniform Building Code Standards.
- _____, Uniform Code for the Abatement of Dangerous Buildings.
- _____, Uniform Housing Code.
- _____, Uniform Mechanical Code, International Association of
Plumbing and Mechanical Officials.
- _____, Uniform Sign Code.

Palo Alto Municipal Code.

Title 16, Building Regulations.

U. S. Department of Health, Education and Welfare, A Summary of Selected Legislation Relating to the Handicapped, 1972 (June 1973).

_____, "Administrative Services and Facilities for Hospitals, A Planning Guide," Health Services and Mental Health Administration.

_____, "Minimum Requirements of Construction and Equipment for Hospital and Medical Facilities," HEW Publication No. (HRA) 74-4000, Division of Facilities Utilization, Health Resources Administration, Public Health Service, U. S. Government Printing Office, Washington, D. C. (1974).

_____, "The Respiratory Care Service, Functional Programing Worksheets," DHEW Publication No. (HRA) 74-4004, Division of Facilities Utilization, Health Resources Administration, Public Health Service.

_____, "The Surgical Suite, Functional Programing Worksheets," DHEW Publication No. (HSM) 73-4005, Health Care Facilities Service, Health Services and Mental Health Administration, U. S. Government Printing Office, Washington, D. C. (February 1973).

U. S. Department of Labor, "All About OSHA," OSHA 2056, Occupational Safety and Health Administration.

_____, "Questions and Answers to Part 1910, the OSHA General Industry Standards," Office of Standards, Occupational Safety and Health Administration (1973).

_____, "Setting New Standards for Job Safety and Health," OSHA 2027, Occupational Safety and Health Administration, U. S. Government Printing Office 926-325.

General

American Society for Testing and Materials, 1973 Annual Book of ASTM Standards, Part 33, Philadelphia, Pennsylvania.

Andrews, Frank B. and Withey, Stephen B., "Developing Measures of Perceived Life Quality; Results from Several National Surveys," Social Indicators Research, I (1974).

Code of Federal Regulations (1 July 1973).

Executive Office of the President: Office of Management and Budget,
Social Indicators, 1973, U. S. Government Printing Office, Washington,
D. C. (1973).

General Services Administration, "Index of Federal Specifications and
Standards, January 1, 1974," FPMR 101-29.1 (41 CFR 101.29.1),
Federal Supply Service.

U. S. Department of Labor, "Employment and Earnings" (May 1974).

_____, "Employment Standards Administration Pocket Packet."

_____, "Major Programs 1973," Bureau of Labor Statistics.

_____, "Manpower Report to the President" (April 1974).

_____, "Sixty-First Annual Report, Fiscal Year 1973."

U. S. Environmental Protection Agency, "Current Laws, Statutes and
Executive Orders" (January 1972).

_____, "Index of EPA Legal Authority, Statutes and Legislative His-
tory, Executive Orders, Regulations."

_____, "Legal Compilation, Statutes and Legislative History, Execu-
tive Orders, Regulations, Guidelines and Reports" (January 1973).

_____, "The Challenge of the Environment: A Primer on EPA's Statu-
tory Authority " (December 1972).